



For Children in Our Neighbourhood

An evaluation of the Nordic Action Plan for Children
and Young Adults at Risk in the Adjacent Areas

*Aadne Aasland, Norwegian Institute for Urban and Regional
Research (NIBR)*

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Nordic Council of Ministers

Store Strandstræde 18

DK-1255 Copenhagen K

Phone (+45) 3396 0200

Fax (+45) 3396 0202

Nordic Council

Store Strandstræde 18

DK-1255 Copenhagen K

Phone (+45) 3396 0400

Fax (+45) 3311 1870

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Nordic co-operation

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Co-operation was formalised in 1952 when *the Nordic Council* was set up as a forum for parliamentarians and governments. The Helsinki Treaty of 1962 has formed the framework for Nordic partnership ever since. The *Nordic Council of Ministers* was set up in 1971 as the formal forum for co-operation between the governments of the Nordic countries and the political leadership of the autonomous areas, i.e. the Faroe Islands, Greenland and Åland.

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List of concepts and abbreviations

Adjacent area(s)	North-West Russia ¹ , Estonia; Latvia and Lithuania
BUK	Nordic Steering Committee for Children's and Youth's Culture
DKK	Danish kroner
MDKK	Million Danish kroner
NAP programme	The Nordic Action Plan for Children and Young Adults (at Risk) in the Adjacent Areas
NCM	The Nordic Council of Ministers
NCM information points	The NCM information points in Murmansk, Arkhangelsk and Petrozavodsk
NCM office	The Nordic Offices (formerly called information offices) in the adjacent area countries (Estonia, Latvia, Lithuania and Russia)
NRG	National reference group
NSS	Nordic School Cooperation (Steering group in NCM)
EK-S <i>Nærområdegruppen</i>	Adjacent Areas Group under the Executive Committee for Social Affairs and Health Care

¹ The Russian regions (*oblast's* and republics) covered are under revision, but in the programme period they have included Murmansk, Karelia, Arkhangelsk, Leningrad (incl. St. Petersburg), Kaliningrad, Novgorod and Pskov.

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Preface

Nordic politicians have recognized a Nordic responsibility for, and self-interest in, improving the plight of children and young adults at risk in our neighbourhood countries. This commitment has, among others, resulted in the Nordic Action Plan for Children and Young Adults at Risk in the Adjacent Areas. The Nordic Council of Ministers commissioned NIBR to carry out an evaluation of the programme, and the findings are presented in this joint report.

At NIBR we have appreciated the opportunity to become more familiar with the programme and its vast number of activities. NIBR researchers have been engaged in research on social developments in the Baltic countries and Russia over a number of years. Although significant achievements have been made in the economic sphere, the human costs of the social and economic transition are still evident. Children and young adults experience a greater risk of poverty and social exclusion than the average population. One of the major challenges is to develop functioning institutions with a professional staff to deal with this challenge.

During conversations with various actors at different levels, and visits to concrete projects, the evaluation team was struck by the amount of enthusiasm radiating from those involved in the activities. National public funding to the sectors covered in the programme is far from abundant, and the contributions from the Nordic Council of Ministers are seen as an important way of making a difference. This report shows some of the achievements of the programme, discusses major challenges involved, and gives, we hope, recommendations that can be of use for future design and implementation.

Aadne Aasland has been project leader of the evaluation and is the author of this report. Aasland has long-standing experience from research on living conditions developments in the Baltic states and Russia.

The author wishes to thank all those who have contributed to the project. The evaluation has benefited greatly from support from the secretariat of the Nordic Council of Ministers. We would particularly like to thank Nils-Petter Karlsson and Bente Øxseth. The NCM office staff in the Baltic countries and Russia deserves warm thanks for the contributions in collecting e-mail addresses, providing relevant information, organising meetings and responding to frequent mails and telephone calls. Berit Aasen here at NIBR has been invaluable as a discussion partner and inspirator throughout the evaluation. Furthermore, we would like to commend Zane Loza and Elena Dybtsyna for their significant inputs during interviews in the Baltic countries and Russia as well as for their written contributions (Appendix 2). Thanks are also due to Jan Ragnar Tor-

gner for taking notes in Copenhagen meetings, and to Inger Balberg, Berit Willumsen and the Publication Unit in the secretariat of the Nordic Council of Ministers for the handling of the manuscript.

Last, but not least, we express our gratitude to all those who have participated in the evaluation as conversation partners, interview objects and survey respondents. Our knowledge and perceptions of the programme and its impact have developed as a result of perspectives they have willingly shared.

Oslo, 30 April 2005

Arne Tesli
Research Director
Norwegian Institute for Urban and Regional Research (NIBR)

Executive summary

Aadne Aasland

For Children in Our Neighbourhood

Joint Report 2005

The NAP programme should continue along the main lines of operation as it has done in the five-year period of its existence. The programme has succeeded in, and should continue to:

- Focus on *risk groups* of children and young adults;
- Retain its current cross-sectoral approach, supporting projects within the social, health, educational and cultural sectors and in the intersections between them;
- Include the adjacent area policy makers in decision-making and influencing on priorities, but retain Nordic control over the funding of large projects and main directions of the programme;
- Support projects where the capacity building and competence transfer components are prominent features;
- Give priority to projects that are anchored with local, regional and national authorities;
- Secure links to the policy level both in the Nordic and the adjacent area countries;
- Retain its balance between small and large projects;
- Preserve the impression of a flexible, unbureaucratic and accessible programme administration;
- Support structural reforms by selecting project coordinators that can act as committed agents of change;
- Stimulate an interest in Nordic approaches and models in work with children and young adults at risk.

Our **recommendations** about **changes** to the programme can be grouped into four areas that are all interconnected²:

1) The programme should become more **institutionalised**, with more formalised contact and communication between the decision-making and advisory bodies, the creation of smaller local reference groups in the Russian regions, and a clearer role of the national reference groups in the design of the programme;

² In line with the mandate of the evaluation, the recommendations are mainly focused on Russia.

2) The programme should be used more systematically to build **partnerships** in the northern region, through increased weight on Nordic participation in projects, encouraging Russian-Baltic collaboration, and through more cross-regional collaboration in Russia;

3) Increased efforts should be made to secure the sustainability of the projects through more focus on **human resources**. The programme should assist in building capacity by offering courses in project design, how to apply for funding, and project implementation, as well as allowing modest fees to NGO staff covered for work directly related to the implementation of the projects;

4) More systematic emphasis should be put on the vertical and horizontal **dissemination** of results and experiences from the projects as well as the whole programme to stimulate learning processes at the level of policy making and among specialists.

In order to make these necessary improvements possible, we recommend that the programme receives a greater share of the total NCM **funding** allocated to activities in the adjacent areas countries, from the current 2-3 to at least 5 per cent. Furthermore, it is important to bear in mind that in order to achieve internalised systemic reform and change, a **long-term perspective** is needed.

If funding to the programme is not secured and increased, Russia should be favoured in the continuation of the programme, while the programme in the Baltic countries would need to be reconsidered. The most reasonable outcome would then be to merge the NAP programme in the Baltic states with the NCM programme on combating the use of drugs.

More specifically, the evaluators suggest the following changes for each of the items above:

Funding:

- Funding should be allocated for a longer period, and the long term projects should receive a letter of support for the whole project period, but with the condition that funding from the NCM centrally to the programme is obtained, and that their annual reports are accepted;
- The programme should allow some more administrative costs in relation to an increased weight on the institutionalisation of the programme and the real administrative costs should be made visible in the programme budgets;
- A minimum amount of project funding for each project should be set, for example at 30,000 DKK;
- The maximum amount of funding for small projects should be increased from 50,000 DKK to at least 75,000 DKK.

Institutionalisation:

- Involvement in the programme of the advisors on education and cultural issues in the NCM secretariat as well as the steering committees should be increased and formalized;
- The new coordinating body replacing the EK-S *Nærområdegruppen* should have an anchorage with the Nordic ministries to secure coordination with national priorities and avoid duplication of efforts;
- This body should consist of members with an intimate knowledge of the social situation in the recipient countries and experience from cooperation with Russia;
- The advisor with special responsibility for cooperation with Russia in the NCM secretariat should be given a role in the programme to secure synergy with the overall neighbourhood policies;
- The responsible person for the programme from the NCM office in Russia should also participate at the meetings, possibly with an observation status;
- The new body should be supplemented with a Russian member from the NRG;
- Small reference groups with 3-4 members should be established in the Russian regions with a Nordic Information point;
- The NCM information point staff should be invited to participate in the meetings of the NRG;
- The proposal for project funding for small projects can be made by the responsible staff of the NCM offices, leaving issues of overall priorities and overall directions to the NRGs;
- Exchange of experience between the NCM staff about project selection procedures should take place more regularly and one should allow sufficient time for thoroughgoing discussions;
- Issues of potential conflict of interest should be raised at the NRG meetings;
- A clear delineation of priorities is needed with the Nordic Action Plan on Social Wellbeing.

Human resources:

- The application form should include information about the human resources of the applicant organisation and the competence of the project leader;
- Courses in application writing and project implementation for Russian NGO representatives and public organisations should be held in the NW-Russian regions outside of St. Petersburg;
- Russian NGOs should be allowed to have modest fees covered for work directly related to the implementation of the projects;
- Russian 'ownership' over the large projects should be sought, but not replace projects with a Nordic coordinator.

Partnerships:

- The Nordic element the programme should be stressed also at the project level; all projects should include at least one Nordic co-operating partner;
- A list of Nordic NGOs and organisations involved in the four relevant sectors should be commissioned by NCM centrally and distributed through the NCM offices and be accessible on the Internet;
- In Russia, involving a Baltic partner or a partner from another Russian region should be accepted as a replacement of a Nordic partner in the project.

Dissemination:

- Increased attention should be devoted to dissemination of experiences and results from the programme and individual projects;
- Some more funding should be set aside for documentation of good practices in the projects and for presentation of results at specialist workshops, seminars and conferences nationally and internationally;
- Practically orientated seminar/s should be held in Murmansk and/or Petrozavodsk for experts and policy-makers in the adjacent areas countries, organised by the NCM information points, with invited participants from NW-regions not represented by with a NCM office/information point, and with Baltic and Nordic invited speakers;
- A small programme brochure should be produced;
- A workshop should be held for all key stakeholders in the programme.

1. Introduction

1.1 Background and framework

The Nordic Action plan for Children and Young Adults in the Adjacent Areas is a result of an initiative made in 1996 by Nordic parliamentarians who had been alarmed by the poor living conditions of large segments of children and young adults in the regions neighbouring the Nordic countries to the east. In November 1997 the Nordic Council of Ministers (NCM) was given the task – in Recommendation 8/97 of the Nordic Council – of compiling a survey and an action plan addressing the situation of these groups. The action plan was to be cross-sectoral, with a focus on social and health measures. The plan should also cover child/youth culture, but then as a tool to prevent social exclusion.

It was decided that the programme should be coordinated by the senior adviser for social policy issues in the secretariat of the Nordic Council of Ministers. The cross-sectoral approach was to be strengthened by delegating responsibility for the programme both to the Adjacent Areas Group under the Executive Committee for Social Affairs and Health Care (*EK-S Nærområdegruppen*) and the Nordic Steering Committee for Children's and Youth's Culture (*BUK*). From 2001 the Nordic School Cooperation (NSS) joined the other two steering committees. The Adjacent Areas Group has had the coordinating responsibility for the programme.

The Nordic Information Offices of the NCM in the adjacent areas were already from the start given a prominent role in the programme and were requested to submit their assessments of the needs for measures in the areas covered by the action plan.

A researcher from the Danish National Institute of Social Research, Mogens Nygaard Christoffersen, was commissioned to submit the survey and action plan that had been requested by the Nordic Council. This document, which was submitted in September 1998, contains a description of the situation at the time, a survey of on-going Nordic and other internationally financed projects and programmes in the adjacent areas, as well as suggestions for co-ordinated and targeted measures for the groups of children and young adults. The document has later been referred to as the *Framework Action Plan*.

The *Framework Action Plan* was not sufficiently operational to be used as a planning document, and it was therefore decided to work out annual *Action Plans*. Such plans have been produced for each year between 1999 and 2005. These annual action plans contain a brief background of the programme, a description of roles, cooperation with other

organisations, a financial report and budget as well as priorities and specific issues related to the implementation of the programme.

The Framework Action Plan that was adopted in November 1998 identified several areas for concrete initiatives:

- project co-ordination;
- skill transfer;
- assistance in arranging for a children's ombudsman;
- preventive health care, especially with respect to mother and child health, sexually transmitted infections, vaccinations and lifestyle-related diseases; and
- cultural initiatives, such as setting up a local youth council or providing operational and development support for a public library.

No specific status reports or annual reports have been made at an aggregate programme level. However, all projects supported by the programme are accessible from the programme web-page in annual project catalogues for each country. More than four hundred large and small projects have been supported in the programme period. Annual budgets for the programme have been fixed by the Nordic cooperation ministers and have varied between 3 million DKK (2000) and 4.1 million DKK (2004) per year (see Table 1.1).

Table 1.1 Annual funding to the NAP programme from various sources (in 1000s DKK).

	2000	2001	2002	2003	2004	2005	Total
Adjacent Area Programme	1800	2100	2000	2500	2500	2250	13150
BUK	500	250	500	300	300	0	1850
NSS	0	0	500	500	500	0	1500
EK-S Nærområdegruppen	500	500	500	0	500	500	2500
Others	200	700	300	300	300	0	1800
Total	3000	3550	3800	3600	4100	2750	20800

The programme has been open for initiatives both from the Nordic countries and the adjacent areas. Grants have been allocated through regular calls for proposals.

NRGs were established in the four countries in the adjacent areas and were given the task of deciding on the outcome of small projects (up to 50,000 DKK), whereas the Adjacent Areas Group under the Executive Committee for Social Affairs and Health Care (*EK-S Nærområdegruppen*) decides on the outcome of the larger projects. A cross-sectoral working group was established with representatives from four Nordic countries and covering the fields of health, social affairs, education and culture to make proposals to the *EK-S Nærområdegruppen* for which projects to support.

Much emphasis has been put on coordination measures and co-financing of projects with other sources of funding. The programme should not be seen in isolation, but in a context of other NCM activities in the same area, such as the overall Adjacent Areas Programme, the Action Plan on Combating the Use of Drugs, the Programme on Gender Equality and the Nordic Action Plan on Social Wellbeing (which is funded directly from the Nordic Council).

1.2 Scope and methodology

The evaluation is based on the mandate of the evaluation of 11 November 2004 (written in Norwegian) which is attached in Appendix 1. According to this mandate, the evaluation should, taking into account internal and external changes during the programme period, assess whether the programme

- has achieved the goals that were originally stipulated;
- has used resources in accordance with the requirements;
- has functioned effectively in terms of utilisation of resources and goal achievement;
- has functioned in a cross-sectoral way;
- has functioned in a flexible way;
- has developed relevant and well functioning routines; and
- has achieved a local foundation/anchorage in the Baltic countries and North-West Russia.

The evaluation is to suggest changes that are seen as relevant to improve the achievement of the objectives. Due to the new strategy of the NCM for the neighbourhood policies (see the section on changing context in the next chapter), the evaluation pays more attention to North-West Russia than the Baltic countries.

According to the mandate the evaluation should, in addition to the evaluation of the programme as such, also include evaluation of a number of small and large projects in the Baltic countries and North-West Russia.

A project description (Appendix 4) was worked out in accordance with the requirements of the mandate. The evaluation has been organised based on a variety of information sources:

- Interviews with coordinator and responsible advisors in the NCM secretariat (27 January 2005)
- Telephone interviews with all members of the cross-sectoral working group (2-4 February 2005)

- Interviews / telephone interviews with responsible staff at the NCM offices in Estonia, Latvia, Lithuania, St. Petersburg, Murmansk, Arkhangelsk and Petrozavodsk (7 February – 4 March 2005)
- Interviews with representatives of the NRGs in Latvia, Lithuania and North-West Russia (St. Petersburg) (7 – 18 February 2005)
- Web-based semi-structured questionnaire to all members of the Adjacent Area Group (EK-S Nærområdegruppen) (March 2005)
- Personal interviews with project leaders and staff of 16 individual projects in Latvia, Lithuania, St. Petersburg, Murmansk, and Oslo. (7-18 February)
- Telephone / personal interviews with project leaders of 2 projects in Arkhangelsk oblast³ / Oslo (3-4 March 2005)
- Web-based questionnaire sent to project leaders of whom we were able to obtain the correct e-mail address³ (March 2005)
- Document analysis of annual action plans, minutes of meetings, project catalogues, project applications, project reports, related reports, etc.

The overall objective of the NAP programme has been to improve the living conditions of children and young adults at risk in the adjacent areas. However, as this objective is impossible to measure with the available resources for the evaluation, it was decided that the evaluation would concentrate on the following aspects:

- i) whether, and in which way, the programme has been directed towards the target groups of children and young adults;
- ii) contentment with the programme among its users.

Some reservations were noted in the project description. The evaluation does not provide a systematic discussion and assessment of the problem definition phase of the programme, i.e. concerning how the expressed needs for measures directed towards children and young adults at risk in the adjacent areas were formulated and transformed into an action plan. Thus, the report to a large extent concentrates on the realisation and the implementation of the programme. Although the mandate asked for an assessment of the use of resources, there is no room for a proper cost-benefit analysis in the evaluation.

The methodology and scope of the evaluation can be found in more detail in the project description (Appendix 4). In addition there is an appendix - with a methodological note on the survey including the web-based questionnaire (Appendix 3).

³See 0 for more details on the survey.

1.2.1 Outline of the report

The next chapter gives a description of the design of the NAP programme and shows how the changing context of the Nordic Council of Ministers neighbourhood policies requires adjustments to the programme. Organisational issues are highlighted in Chapter 3, with emphasis on the responsibilities and co-ordination both in the Nordic countries as well as in the adjacent areas countries. Special attention is devoted to the mechanisms of project selection within the programme. Chapter 4 gives an overview of the programme portfolio with a descriptive outline of issues such as size and funding of projects, their geographical distribution, sectors involved, types of organisations participating, and the projects' anchorage with local and national authorities in the adjacent areas. In Chapter 5 the project leaders' impressions and views on the programme are presented based on findings from the web-based survey. This is followed by a chapter in which the evaluation teams' impressions from visits of 19 individual projects in the programme are discussed; (findings from each of these project are presented in Appendix 2). A general assessment of the NAP programme is made in the final chapter, based on the findings of the preceding chapters. The chapter also contains a number of recommendations for the future of the programme.

2. Programme design

The NAP programme is one out of several programmes financed by the Nordic Council of Ministers that support the adjacent area countries in a number of prioritized areas. The programme, thus, is one out of several elements that make up the Nordic neighbourhood policies. One of the main goals of these policies has been to improve the living conditions in the neighbouring countries⁴. There are both altruistic and more internal aspects of such policies, the latter connected to considerations of regional stability and security.

Since children and young adults by several experts have been – and still are – singled out as one of the groups with greatest risk of living conditions deprivations, the need for a specific programme targeted at these groups has been relevant in the whole programme period.

While the entire Adjacent Area programme amounts to 86 MDKK annually, and the “sectors” in addition spend 60 MDKK on their projects in the adjacent areas, the NAP programme in itself is very modest with an annual funding of between 3 and 4 MDKK, making up only between 2 and 3 per cent of the total NCM funding in the adjacent area countries.

2.1 Programme goal and designing the programme

The main *goal* of the NAP programme has been to improve living conditions of children and young adults in the adjacent areas (the Baltic states and N-W Russia). The plight of children and young adults *at risk* has been a main focus, and this has been reflected in a change of name of the programme. Risk groups that have been particularly targeted are orphans, street children, disabled and others with a particular need for support.

Since the goals of a new programme were rather vaguely formulated from the Nordic Council, there was substantial scope of manoeuvre in designing and operationalising the content and the organisation of the programme for the responsible actors in the Nordic Council of Ministers. The main responsibility was with EK-S *Nærområdegruppen*, but in practice the NCM secretariat in Copenhagen and its senior adviser on social policy issues worked out the design of the programme. He involved a broad range of specialists, a report was commissioned from a Danish researcher, and the Nordic Information offices in the adjacent area countries actively contributed their input.

⁴ *Small but smart?*, Evaluering av Nordiska ministerrådets verksamhet i närområdet, Nordic Council of Ministers, 2004, p. 8.

It was decided that the programme would be based on *projects*. This has opened up for a broad number of participants and competition through selection of the best proposals, but taken away some control of the actual programme content from the programme organisers.

As *funding* to the programme has been quite limited, it was decided that there would be *two types* of projects: 'large' projects (with funding above 50,000 DKK) and 'small' projects below this limit. The overall majority (close to 90%) of the projects are 'small' in terms of funding from the programme. However, the small projects make up approximately 40% of the funding, the large ones a bit more than 50% and the rest of the budget covers administrative costs and secretariat expenses.

Funding for the programme is provided in annual budgets and has varied considerably, putting obstacles to long-term planning. Thus, a proposal procedure was chosen, whereby all applicants need to apply each year for funding from the programme. This left more control with the programme organisation, but less predictability for the project leaders of large projects that run over several years.

Since funding is limited, much emphasis has been put on *co-financing*, where projects that have funding from other sources, both nationally and internationally, are given priority.

It was decided that the programme should cover all spheres of life that are decisive for children and young adults' living conditions; thus both *social, health, cultural* and (gradually) *educational* sectors were included. This was reflected both in the design of the programme administration and the content of the programme.

However, no explicit share of the budget was specified for each of the sectors. A certain distribution across sectors was seen as desirable, but in practice the quality of the projects has been a more decisive factor in distribution of funding than sectoral considerations.

It was acknowledged that one of the challenges in improving living conditions of children and young adults at risk in the adjacent areas is the lack of cooperation between various sectors. In order to stimulate such cooperation, it was decided that not only the programme but also each project should be *cross-sectoral*, involving activities within at least two of the four sectors referred to above.

Various Nordic activities in the sphere of children and young adults took place in parallel with the programme in the adjacent area countries, but by involving national authorities from relevant ministries both in the Nordic and the adjacent area countries in the decision-making and advisory bodies of the programme, duplication was avoided and *co-ordination* of activities achieved.

In order to avoid imposing projects that were not relevant in the national context, it was decided that the project activities should be in line with and supporting *national priorities* in the adjacent area countries. National policy-makers in the adjacent area countries were to be invol-

ved. At the same time it has been stressed that there should be some Nordic influence and that values stressed by the Nordic side and supporting the overall neighbourhood policies, such as democratisation, human rights, transparency, etc. should be strengthened through the implementation of the programme.

The *Nordic* input and Nordic added value were stressed in the programme design. In areas where the Nordic countries have developed competence and such competence in the adjacent area countries is weaker, Nordic partners were seen as relevant partners in the projects, in some cases as project coordinators. However, it was decided that there should be no requirement of a Nordic partner for the small projects. In the larger projects there was a requirement of including at least one partner from the Nordic countries.

The programme should seek long-term effects and *sustainability*. Therefore, and though one could observe a need among the target groups for direct financial support, plain *humanitarian aid* was not included in the programme.

There was a general consensus that since the programme should give direct benefits to the target groups, pure *research projects* would not be eligible in the programme. Nevertheless, this did not exclude the involvement of research institutions and universities to the extent that they engaged in direct and action-orientated measures.

A main priority in the design of the programme was the emphasis on *capacity building* and transfer of competence and models, both from national and Nordic specialists in various spheres dealing with the programme target groups.

Moreover, the programme should involve both *direct* measures towards those within the target groups already in need for support, and *preventive measures*.

The programme was designed so that not only the capital cities and large urban areas, but also smaller towns and remote rural areas were to benefit from the programme funding.

Due to the limited funding, one decided to leave as much funding as possible to the actual project implementation and reduce the costs of administration of the programme.

The programme was to be flexible in that annual plans were to be set up, and the design could be adjusted according to changes in needs, political, structural and financial developments, as well as feedback from those involved in the programme implementation.

The annual action plans have stipulated the goals of the plan, the prioritised measures, a broad plan for implementation and a distribution of funding at the disposal of the NCM offices, to large projects and to cover secretariat expenses.

To sum up, in order to achieve the goal of improving living conditions of children and young adults in the adjacent areas the following elements characterise the design of the programme:

- focus on individual projects, funded on a competitive basis;
- division between large and small projects;
- should involve projects in the social, cultural, educational and health spheres;
- all projects should contain cross-sectional collaboration;
- should be in line with and support national priorities;
- strong anchorage with local authorities was sought;
- there should be both direct and preventive measures involved;
- capacity building and transfer of competence was stressed;
- it should benefit target groups also in the districts and remote regions;
- projects focusing on humanitarian aid and pure research projects not eligible;
- a low part of the budget should go to administration costs;
- should be flexible and adjustable to changes in context and priorities.

An important part of the design of the programme was to set up a programme organisation through which one could realise the priorities listed above. The actual programme organisation is described in Chapter 0.

2.2 Changing context and design

As mentioned in the previous section, the programme has not been static but adapted to changes in the context both in the needs as expressed in the adjacent areas, the changes in the geopolitical situation, and in the organisational framework of the Nordic Council of Ministers.

One of the first important changes that took place (in 2001) was to include the Nordic School Cooperation (NUK) in the programme. This was a consequence of the important role of education in the action plan objectives and reflected in the project portfolio.

The Nordic Council of Ministers' Policies for the Adjacent Areas were evaluated in 2004, and a new Adjacent Areas strategy has been adopted with implications for the programme.

While the Baltic countries of Estonia, Latvia and Lithuania were supported and assisted by the Nordic countries in their transformation process, this process is now either seen as completed, or it is expected that these new member states should obtain necessary assistance from the European Union.

This has led to a shift in the content of collaboration with the Baltic countries with more of a character of a partnership among agencies that are on an equal footing. On the other hand the Action Plan of 2004 re-

cognizes that ‘the needs in the Baltic area, especially outside cities, are far from being met’ (p. 5). For the NAP this has implied that since 2003 no new projects larger than 50,000 DKK have been initiated in the Baltic countries, whereas support to small projects has continued until present.

At the same time the geographical areas of North-West Russia to be covered by the adjacent area term has been redefined so that only units that directly border with the Nordic countries (by land or sea) are to be covered. This means that Arkhangelsk, a county that until now has participated on a large scale in the NAP programme, is no longer to be given priority. Thus, organisations from Arkhangelsk can only receive funding for projects that include activities in other North-West Russian regions. The same is the case for Novgorod, while Pskov and, gradually, Kalinin-grad are to be given increased attention.

Other NCM programmes have been initiated which are closely related to the NAP programme. Partnership with the narcotics sector has been developed since 2002-2003. Joint funding from the NAP programme and the NCM programme on combating the use of drugs has become more prevalent, and some synergy between the programmes is also seen on an administrative level.

In 2004 a new action plan “The NCM Action Plan on Social Well-being” was launched, with cross-sectoral cooperation on improvement on living conditions in N-W Russia, including children and young adults, as the main objective. This programme, receiving funding directly from the Nordic Council may overlap, but also have synergies, with the NAP programme. The programme is much smaller than the NAP programme in terms of funding, however.

In the NCM the Nordic cooperation on child and youth policies is being revised. A new action plan is being developed during the spring 2005. The Nordic Youth Committee (*NUK*) is likely to be given the central coordinating role for a more politically orientated action plan. It has been suggested that the NCM activities directed towards children and young adults in the adjacent areas, and consequently also the NAP programme, should have a more visible role in within such an overall policy framework.

Finally, one important change with a profound implication for the NAP programme has recently taken place. At the meeting of the *EK-S Nærområdegruppen* in December 2004 it was agreed that this group, consisting of civil servants from the ministries of social affairs and health in the Nordic countries and with an overall responsibility for coordination of the NAP programme, should cease to exist.⁵ For the NAP programme this means that a new decision-making structure needs to be developed

⁵ The decision was made based on a recognition that the the NCM funding towards the Baltic states had been gradually toned down, there was only limited funding to other projects through the overall NCM programme for the adjacent areas which have been decided upon by the group, and the only main remaining task had become to distribute funding to the large projects within the NAP programme in North-West Russia.

for the continuation of the programme. The committee of senior officials of health and social affairs will later decide on what kind of co-operation and co-ordination practice that will replace the group.

3. Programme administration and project selection

While the previous chapter presented the considerations and decisions made in designing the NAP programme, this chapter describes the organisational set-up of the programme. The presentation is descriptive, while an assessment of the organisation is presented in Chapter 8.

Since the organisation is rather complex, the organisational chart (Figure 3.1) gives an overview of the various actors and institutions involved in the NAP programme – in the Nordic countries, the Baltic countries and in Russia. This chart furthermore illustrates the relation in the application process of the individual projects (large and small respectively) to the various actors and institutions.

3.1 Responsibilities and co-ordination

3.1.1 Organisation from the Nordic side

The main responsibility for the NAP programme has been vested with the Adjacent Areas Group under the Executive Committee for Social Affairs and Health Care (*EK-S Nærområdegruppen*). The *EK-S Nærområdegruppen* has been represented with 2-3 members from each of the Nordic countries, typically with representatives at the advisor level from the ministries of social affairs and health.

Most of the members of the *EK-S Nærområdegruppen* have been involved in cooperation and co-ordination of activities towards the adjacent areas at the national level. The NAP programme has been one of the regular issues on the agenda at the meetings of this group, and the group has met 3-4 times per year in the programme period, usually once per year in an adjacent area country.

The *EK-S Nærområdegruppen* does not have the time and capacity to delve into details about the operation of each individual project. The day-to-day responsibility for the co-ordination of the programme has been held by a senior adviser on social policy issues in the NCM secretariat. Throughout the programme period this position has been filled by senior adviser Nils-Petter Karlsson. Substantial secretarial work has been carried out by a project secretary in the Department of Welfare and Business Development of the NCM.

Figur 3.1

Although decisions about the programme have been made by the *EK-S Nærområdegruppen*, there can be no doubt that the secretariat, and especially the adviser on social policy issues, has had a central role not only in the day-to-day running of the programme but also had a great influence through drafting the action plans and representing a link between all the programme stakeholders.

The cross-sectoral approach of the programme is reflected in the organisation of the programme. One advisor on cultural affairs and, later, one advisor on education have had the task of bridging the programme between the *EK-S Nærområdegruppen* and the other steering committees involved (*BUK* and *NSS*). These advisors also give inputs to the annual action plans.

From an early stage it was decided to establish a cross-sectoral working group to secure a high quality assessment of the individual projects. This working group has consisted of 2-4 persons and reflected the sectors prioritised in the programme (health, social issues, education and culture). The members of the working group are all from different Nordic countries, securing a Nordic balance as well.

Some of the members of the working group have simultaneously been members of the *EK-S Nærområdegruppen*. The tasks of the working group have mainly been to review the applications for the large projects (i.e. with funding up to 50,000 DKK) in the programme and to make a proposal for funding to be presented at meetings of this group.⁶

The programme covers a fee of the leader of the cross-sectoral working group and some travel and administrative costs, but not the salaries of the NCM secretariat staff, participation of the *EK-S Nærområdegruppen* and so on.

3.1.2 Organisation in Russia and the Baltic countries

Already from the outset it was decided that the NCM offices should play an important role in the running of the programme. The main tasks of the offices have been to inform about the programme in the four countries involved, receive applications, act as a bridge between the NCM and the local authorities, report on policy developments, and to disseminate information concerning the programme.

Each NCM office has designated a responsible advisor for the day-to-day running of the programme. The running of the programme is one of the main tasks of these advisors, and they have devoted on average approximately one quarter of their working time to it. In addition the directors of the NCM offices have also been actively involved in the programme, especially in the selection of projects (see 3.2.1 below) whereas

⁶ During the first year of the programme, Niclas Jacobson of the Swedish Ministry of Social Affairs was head of the working group. He was replaced by Dorte Rievers Bindslev of the Ministry of Social Affairs in Denmark who has been in charge of the cross-sectoral working group since then.

other staff at the offices have contributed additional resources in the form of administration of finances, reports and other running tasks related to the individual projects and the programme as a whole.⁷

In Russia there are also Nordic information points in Arkhangelsk, Murmansk and Petrozavodsk (Republic of Karelia). These offices all have one-person staff with a co-ordinating role regarding all NCM activities in the regions. Work on the NAP programme has been a major task of these offices, and the staff have spent considerable, on average about one third, of their working time on this programme. The tasks have consisted of assistance to applicants, dissemination of information about the programme, contact with the recipients of project funding, as well as providing information and recommendations about the individual projects, organisations and policy priorities to the St. Petersburg main office and the NRGs.

The NCM offices have had the sole responsibility for setting up *national reference groups* (NRGs) for the programme. These reference groups have consisted of Baltic and Russian ministry officials, representatives of NGOs, international organisations, and other officials with a special competence and influence in the areas covered by the NAP programme. The size of the NRGs has varied between the countries and the different time periods, but they typically consist of 5-8 persons.

The NRGs have had a particularly important role in the selection of small projects in the programme (see below). Since the NCM activities in Russia cover only the North-Western regions, it has been considered practical to establish a NRG in Russia with a proximity to the St. Petersburg office. The group has therefore mainly consisted of representatives from the committees dealing with children and youth issues under the city administration of St. Petersburg. Later on one of the representatives moved to the Ministry of Education and Research of the Russian Federation and is still active in the reference group, securing a direct link to national policy-making. No formalised links have been established, or role in the programme given, to local authorities in the Russian regions outside of St. Petersburg.

3.2 Project selection

The priorities of the NAP programme are stipulated in the Framework Action Plan and reviewed continuously through the annual action plans. Although the EK-S *Nærområdegruppen* has had the main responsibility for decisions concerning the direction of the programme, in practice such decisions are based upon input from other interested parties: the NCM

⁷ In total the offices estimate that from 35 to 50 per cent of a full-time position has been taken up by the running of the programme and which is covered from the NCM office budgets and not from the programme.

secretariat and particularly the adviser on social policy issues, the cross-sectoral working group and, indirectly, from the NCM offices and the NRGs in the adjacent areas. The criteria for selection of projects are based on these general priorities.

The projects are, as mentioned before, divided into two categories, large and small projects, with NCM funding of respectively above and below 50,000 DKK. The two different types of projects are subject to different selection procedures. All project applications should be sent to the Nordic offices in the adjacent areas, and – with the exception of Lithuania (see below) – there are at present two application deadlines per year for small projects, whereas for large projects the application deadlines were changed from two to one per year. Since mid-2003 there have been no application deadlines for large projects in Estonia, Latvia and Lithuania.

3.2.1 Selection of small projects

The selection of the small projects is the sole responsibility of the NCM Offices in the adjacent areas and is based upon inputs from the NRGs.

The degree of involvement from the NRGs varies somewhat from one country to another. Typically the responsible NCM Office advisor makes a spreadsheet with basic information about all the projects. One office distributes all application forms to the NRG members, another divides the application forms between the NRG members according to sectors or subjects, while a third office bases discussions on the spreadsheet and comments by the NCM Office advisor and consults the applications only when something is unclear or there are diverging views. The information points in the Russian regions are asked to give their views and recommendations to applications that origin from their county (*oblast'*) or republic.

The criteria for evaluating and selecting the different small projects vary somewhat from one country to another. The main criteria in all countries are similar, however. These include that the projects should be directed towards children and young adults *at risk*, that there should at least be two of the prioritized sectors involved, that the activities and output should be outlined clearly and in some detail, and that the budget should be detailed and realistic.

Some countries have introduced additional specific requirements as to for example the number of partners that needs to be involved, compulsory anchorage with the local authorities, plans for dissemination, innovative potential, and so on, whereas others are less strict when it comes to such requirements. As long as the criteria are in accordance with the overall priorities of the programme, such differences are considered quite acceptable by the NCM centrally. One of the overall criteria is to select projects that are in line with the local and national priorities in each country,

and then it makes sense to open up for different approaches for project selection.

In all countries the NCM Office and the NRG hold the opinion that there is a substantial number of project proposals that fulfil all criteria, hold a high quality and are worthy of support, but do not receive funding due to budgetary constraints. This, in addition to cases of inflated budgets in the proposals, are the main reasons why the amount of funding commonly is reduced compared to what has been applied for by the applicant (see 4.1.2 for details).

The number of applications varies considerably between countries and from one year to another, but over the last few years only some 20-30% of project proposals for small projects have received funding from the programme.

In Lithuania a new selection procedure was introduced as of 2004. Instead of two application deadlines for proposals for small projects, there is a general invitation to submit project ideas. Based on a review by the NRG and the NCM Office of these project ideas, some of the projects are selected for submitting a full proposal a few months later. During this process there is an opportunity for the NRG and the NCM Office to give feedback about the original idea and to suggest changes, additional partners, merging of applications and so on.

The budgets for small projects have increased somewhat during the programme period, but with a drop in 2005. The Baltic information offices in 2004 received 350,000 DKK each for the small projects. In Russia the total amount was 450,000 DKK. In 2005 only 250,000 DKK was earmarked to each of the offices in the Baltic countries, and 400,000 DKK for the office in Russia for the small projects.

3.2.2 Selection of large projects

The selection of larger projects takes a different form. These projects are being decided upon centrally, by the *EK-S Nærområdegruppen*. In practice it has been the task of the cross-sectoral working group to review the applications and to make a proposal to the *EK-S Nærområdegruppen* about funding. The review is partly based on recommendations and ranking of projects by the NRGs in the adjacent areas. From 2004, and in line with the new strategy for NCM's neighbourhood policy, only large projects from Russia have been eligible for support.

As a rule the *EK-S Nærområdegruppen* has supported the proposals given to it by the cross-sectoral working group. There have been several examples, however, that the cross-sectoral working group and the NRGs in the adjacent areas differ in their views on which projects to support. The cross-sectoral working group was initially dissatisfied with the level of information it received from the adjacent areas concerning the arguments in favour or against certain projects. This situation improved when

a form was introduced on which the NRGs were asked to answer a number of standard questions for each individual large project.

The NCM secretariat and members of the cross-sectoral working group have also met with the responsible NCM Office advisors and explained the expectations from the Nordic side. Still, there are several instances where the recommendations by the NRG (lately this applies only to Russia which is now the only country eligible for large projects) are not taken into account. Moreover, there is no feedback given to the Russian NRG about the reasoning by the cross-sectoral working group for these outcomes.

The success rate of large projects has been close to 40 per cent during the programme period, but many of the projects have received considerably smaller amounts of funding than have been applied for.

4. Programme portfolio

This chapter gives an overview of the portfolio of projects that have been carried out through the NAP programme. It is based on two sources of information: 1) project catalogues for supported projects in the 2000-2004 period (for most indicators we use information from 2001 onwards, because the information for these years is more complete, and 2) a web-based survey of project leaders, with responses from 112 project leaders in the 2000-2004 period⁸.

The catalogues differ somewhat from one country to another, and for some indicators we do not have complete information about all projects. The number of projects included in the programme catalogues and the high response rate of the survey (with no systematic types of projects or regions missing) make us suggest that the statistics presented are quite reliable.

The information presented in this chapter includes an overview of the geographical distribution of the projects, their size in terms of funding, and their duration. Furthermore the distribution of projects according to various sectors and organisation types is described.

We should mention that the aggregate averages presented are calculated based on projects and are not weighted according to the projects' size. This implies that small projects have equal weight as larger projects in this description. One disadvantage of this approach is that there is some bias towards Lithuanian projects, since there are more small projects in this country compared to the others. On the other hand, there is no mechanism for weighing the responses which would be satisfactory. For some key indicators we present the results for each country as well as the aggregate results.

4.1 Size, geography, duration

4.1.1 Geographic distribution of projects and partners

A somewhat larger share of funding has been allocated to projects in Russia than in the Baltic countries, and especially since 2004 when large projects are granted only to projects in N-W Russia. Still, when it comes to distribution of projects according to country, Table 4.1 shows that in the period from 2001 onwards for which we have reliable data, the clearly largest number of projects funded by the programme is found in Lithua-

⁸ More on the survey can be found in Appendix - 3.

nia. Almost half the supported projects have taken place in this country. The distribution between the other countries is relatively even.⁹

Table 4.1 Distribution of projects on country of activity.

		Frequency	Percent	Valid Percent
Valid	Estonia	77	21.2	21.2
	Latvia	58	16.0	16.0
	Lithuania	168	46.3	46.3
	Russia	60	16.5	16.5
	Total	363	100.0	100.0

There is no easily accessible overview of the country distribution of projects with a Nordic coordinator, but the total number is estimated to 15 projects. The coordinators have been from all Nordic countries except Iceland. Since 2004 the large projects that can have a Nordic coordinator are confined to Russia only. The majority of projects in Russia coordinated by a Nordic partner have had a Norwegian coordinator, and at present all such coordinators are Norwegian.

Approximately 12% of the projects in the programme have been large projects, but their share of the programme budget allocated to the projects has been 57%, while 43% have been spent on small projects.

The project catalogues do not in all countries provide systematic information about whether there are Nordic partners involved in the projects, although the catalogues have improved over the last few years. If we use the survey data as an indicator, less than half (45%) of the projects reported that a Nordic partner had been involved in their project.

There are marked differences between the countries as to whether Nordic partners have been involved. In Lithuania, where the presence of Nordic partners has become close to a requirement, two thirds of the projects reported that this was the case. The opposite is true for Latvia, where only one of the 14 projects in the survey (7%) reported having a Nordic partner. In Latvia, typically, there has not been any strongly expressed policy that projects should have a Nordic partner. Estonia and Russia are in a mediate position, where respectively 33 and 45 per cent of the project leaders reported participation of Nordic partners in their project.

When it comes to the country distribution of the Nordic partners, it is as follows: 22% of all projects have had a partner from Sweden, 17% from Finland, 13% from Norway and 11% from Denmark (more than one partner is possible). There were no partners from Iceland reported in the survey.

Since the majority of the large projects in Russia have a Norwegian project partner, one would expect that there is a bias of Norwegian project partners also in the smaller projects in Russia. This is, however, not the case. There is an even distribution between Finland and Norway, but

⁹ There is a similar distribution of countries in the survey data: 43% of the project leaders came from Lithuania, 21% from Russia, 20% from Estonia, 14% from Latvia, and 3% from other countries, indicating representativeness of the survey data.

with Sweden being involved in most projects in Russia. This is probably because a great share of the smaller projects are confined to St. Petersburg and areas close to it, whereas the main bulk of the larger projects have taken place as part of the Barents cooperation, where Norway has been the most active.

The project catalogue data show that more than two thirds of the projects have taken place outside of the capitals. However, there is significant local variation, as in Russia the majority (65%) of projects take place in St. Petersburg or the regional capitals (Murmansk city, Arkhangelsk city, etc.), and only 35% in more remote areas.

4.1.2 Size of projects, funding issues

There is no upper limit which the projects can apply for, and there is also no lower limit of project funding. Furthermore, the size of the projects varies considerably, with projects of less than 1000 DKK up to several million DKK over a number of years.

The average size of project funding from the NCM is close to 22,000 DKK. This shows that the majority of projects in the NAP programme are quite small in terms of funding from the programme. If we look at the division between large and small projects (below and above 50,000 DKK from the NCM), less than 5% of the projects carried out in Lithuania are large projects according to this definition, whereas the share is somewhat greater in the other countries, varying between 10% and 15%.

There are marked differences between the countries in terms of the profile of funding received from the programme. In Lithuania the average project size is just above 10,000 DKK, while it is much higher in all the other countries (see Table 4.2). If we only look at the smaller projects where the decision about funding is made locally, the difference between the countries is the following: Lithuania: 7000 DKK; Latvia: 14.000 DKK; Estonia: 17.000 DKK; and Russia: 19.000 DKK. This shows different approaches of the NRGs and the local NCM offices in their funding policy.

Table 4.2 Funding statistics.

		N	Mean (DKK)
Estonia	NCM funding	77	26 313
	Applied from NCM	75	56 517
Latvia	NCM funding	58	35 273
	Applied from NCM	57	49 515
Lithuania	NCM funding	213	10 352
	Applied from NCM	213	27 388
Russia	NCM funding	69	32 186
	Applied from NCM	69	129 874

Table 4.2 also shows the average discrepancy between what has been applied for and the amount granted. The average amount applied for by

the applicants varies from 27,000 DKK in Lithuania to 129,000 DKK in Russia. The Russian average is inflated due to some very large project applications in this country and the fact that Russia for a period has been the only country eligible for large projects.

The survey shows that the discrepancy between the amount indicated in the application and the amount received is not very large for most projects. Almost one third of the applicants received all that they had applied for and another quarter had received more than 80% (Table 4.3). Only one in five respondents had received less than half of what they applied for from the NCM.

Table 4.3 Share of funding received from the NCM compared to what was applied for.

	Frequency	Percent
Received all that was applied for	35	31.8
Received more than 80%	26	23.6
Received between 50% and 80%	26	23.6
Received less than half	21	19.1
Don't remember / don't know / hard to say	2	1.8
Total	110	100.0

The implications of not receiving the full amount of funding have not been too dramatic for the majority of the projects, as shown in Table 4.4. A quarter of those affected managed to find funding from other sources to cover the gap. About one third managed to fulfil the plans with only a few minor adjustments. For one third of this group, however, the reduced funding had more serious consequences, which affected the quality of the project or the possibility to carry out the project at all.

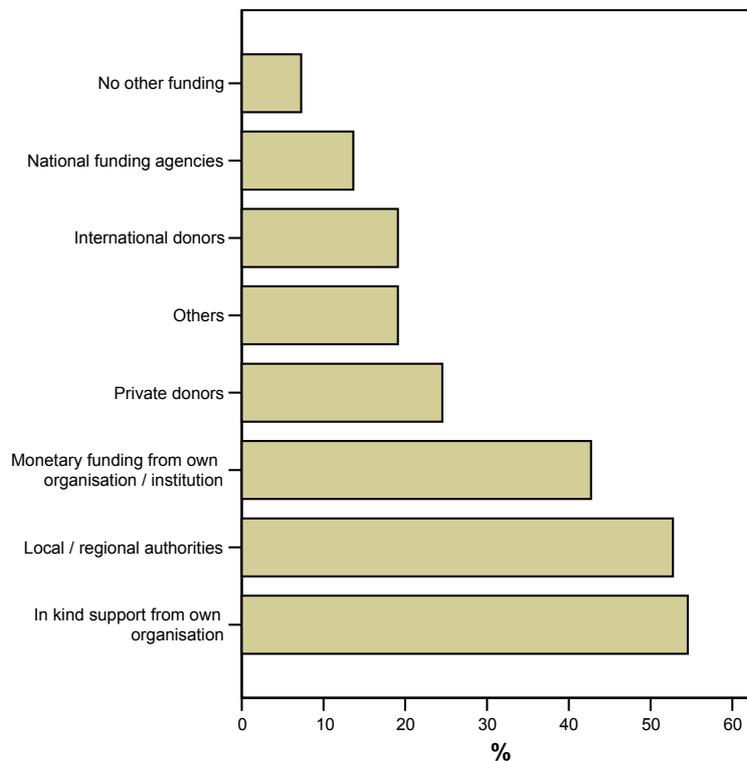
Table 4.4 Action taken when discrepancy between funding and amount applied for from the NCM.

	Frequency	Percent
Funding from other sources covered the gap	12	25.5
Able to carry out the project fully with reduced funding	1	2.1
Needed to make a few small adjustments	15	31.9
Needed to make significant adjustments, reduced quality	12	25.5
Not able to carry out the activity in way planned	3	6.4
The project could not be carried out	2	4.3
Don't know / hard to say	2	4.3
Total	47	100.0

The NAP programme has been based on co-financing of projects with other donors or contributions from the organisers themselves. According to the survey the projects have received on average 51% of their funding from the NCM, which shows that such co-financing of projects is also taking place in practice. The survey demonstrates the great variation in terms of the source of such additional funding, as illustrated in Figure 4.1.

Only 7% of the projects had no additional funding at all.¹⁰ The most common sources of co-financing of the projects are in-kind support from own institution (cover salary, office premises, etc.) and financial support from local or regional authorities. More than half of all the projects have these two types of additional financing of their projects. Less common are funding from private donors, as well as national or international funding agencies.

Figure 4.1 Percentage of projects with funding from other sources than the NCM (several sources possible).



4.1.3 Duration of projects

The project catalogues cannot be used to obtain systematic information about the duration of the projects in the programme, since the information is lacking for a large number of projects. With the large share of small projects in the programme, one would expect relatively short duration of project activities as well. This is to some extent confirmed by the survey data. One third of the projects lasted for half a year or less, 80% less than one year, and only 12% of the projects had a duration of more than 2 years, as shown in Table .

¹⁰ All projects should in principle include co-financing from other sources. The reasons why some project leaders have not reported additional financing might be that they do not remember it, that the co-financing they reported in their application did not materialise, or there may be other reasons.

Table 4.5 Duration of projects.

	Frequency	Percent
2 weeks or less	5	4.5
2-4 weeks	2	1.8
1-2 months	4	3.6
3-6 months	23	20.9
1/2 - 1 year	54	49.1
1-2 years	8	7.3
More than 2 years	13	11.8
Don't know / Hard to say	1	0.9
Total	110	100.0

4.2 Sectors in programme

The programme is cross-sectoral and covers projects involving cultural, educational, social and health issues. As a rule, each project should contain activities within at least two of these sectors. However, Table shows that there is not an even distribution of activities between the four sectors. When listed according to the main sector of the projects, a majority of projects are classified under the social heading. This is the case whether one takes into account the classification of the evaluation team based on the project catalogues or the self-definition made by survey respondents. The second largest group are projects with their main focus within the educational sector (about one in five), whereas projects focusing on culture and health issues are less common.

Table 4.6 Main sector of project activities, according to catalogues and survey.

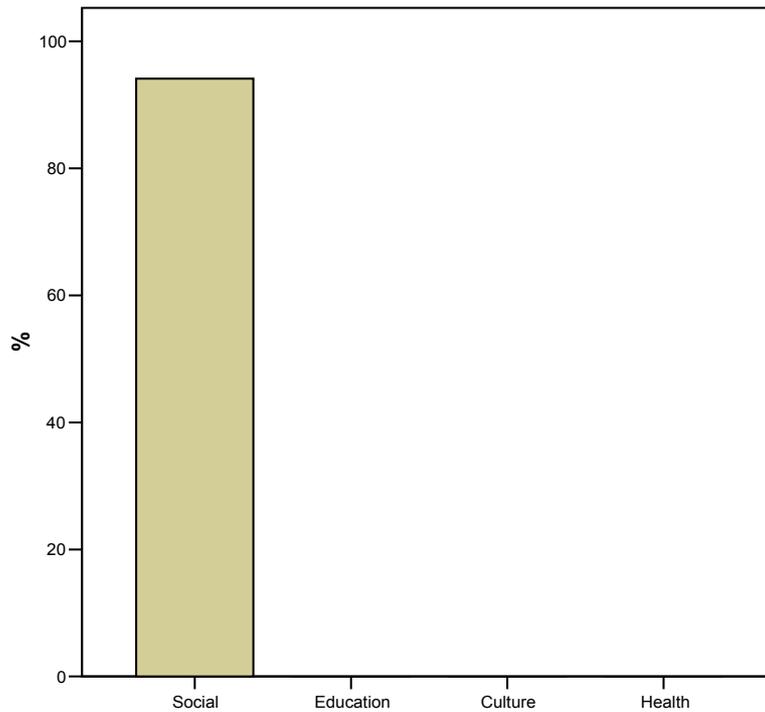
	Frequency (catalogues)	Percent (catalogues)	Frequency (survey)	Percent (survey)
Cultural	10	2.8	9	8.8
Education	78	22.0	21	20.6
Health	30	8.5	6	5.9
Social	236	66.7	62	60.8
Other	-		4	3.9
Total	354	100.0	102	100

Close to all projects are cross-sectoral according to the classification made by the survey respondents, as only 7% of the projects focus on one sector only. One third of the projects have two sectors involved, while a somewhat higher share (36%) involves three sectors. Around 20% of the respondents ascertain that their project has involved all the four prioritized sectors.

The social sector is again dominating: 94 % of all projects involve at least some elements in the social sphere (see Figure 4.2). The educational sector is in the second place, with 77% of the projects. However, the shares of projects involving the cultural and health sectors are also large, with respectively 51% and 46% of the projects. This shows that although there are rather few projects with their main focus on cultural and health

issues, these aspects are still very much present in the programme portfolio.

Figure 4.2 Percentage of projects with major or smaller elements from various sectors (survey data, N=102).



4.3 Types of organisations, framework

4.3.1 What types of organisations have received funding

The majority of projects with funding from the programme are coordinated by *local* non-governmental organisations (NGOs) as seen from Table 4.7. Another ten per cent of the organisations are *national* or *international* NGOs. Municipal organisations make up 12% of the recipients of project funding, while 15% are different types of institutions that are based on local or national government funding. The remaining 8% are distributed between educational institutions, church and religious communities and others.

Table 4.7 Type of co-ordinating institution

	Frequency	Percent
Local non-governmental organisation (NGO)	57	55.9
National / international non-governmental organisation (NGO)	10	9.8
Organisation funded by local or national government	15	14.7
Municipal / local authority organisation	12	11.8
Other	8	7.8
Total	102	100.0

4.3.2 Anchorage with local and national authorities

The vast majority of projects are well anchored with the local authorities, which has been another main concern of the NAP programme. More than 80% of the projects have cooperation with local authorities to a large or to some extent, while less than 10% do not have any such cooperation (see Table 4.8).

The intensity of cooperation with the local authorities is highest in Latvia and lowest in Russia, with the other two countries in a mediate position. However, even in Russia close to 70% of the projects have cooperation with municipal or regional authorities at least to some extent.

Cooperation with national authorities is also quite wide-spread, as one third of the projects involve such cooperation at least to some extent. One could expect that the vastness of the Russian territory would make cooperation with national authorities less common in this country compared to the smaller Baltic states, but there is no major difference between the countries in this respect. As expected, the larger projects are more likely than the small to involve cooperation with national authorities.

Table 4.8 Extent of cooperation with local and national authorities

	Local authorities		National authorities	
	Frequency	Percent	Frequency	Percent
Large extent	29	37.2	6	7.7
Some extent	34	43.6	20	25.6
Minor extent	7	9.0	23	29.5
Not at all	7	9.0	22	28.2
Hard to say / DNK	1	1.3	7	9.0
Total	78	100.0	78	100.0

4.4 Direct and indirect support, competence building

The great variety of projects and project types makes it hard to provide a general classification of the supported projects in terms of their contents. However, by presenting a set of indicators based on survey data, one can get a rough impression of what types of projects have been supported through the programme.

The programme is not restricted to direct support to children and young adults at risk, as many of the projects are also involving specialists working with these groups. Thus, only 42% of the respondents alleged that risk groups of children and young adults were the only target groups. However, more than 80% claimed that these groups at least were among the most important. The share of projects that only indirectly supported children and young adults at risk was small, making up only 5% of the projects (Table 4.9).

Table 4.9 Children and young adults at risk as target groups of supported projects.

	Frequency	Percent
They are only target groups	35	42.2
Among the most important	34	41.0
One out of several	10	12.0
Indirectly supports	4	4.8
No support at all	0	0
Total	83	100.0

There were also questions in the survey about the extent to which the projects contained direct support to children and young adults at risk, capacity building, and transfer of competence from the Nordic countries to the adjacent area countries, and the other way around, as well as dissemination of the results of the projects. The results are presented in Table 4.10.

Table 4.10 Extent to which projects in programme involve various elements, in per cent (N=85).

	Direct support to children and young adults at risk	Capacity building	Competence transfer from Nordic to adjacent area countries	Competence transfer from adjacent area to Nordic countries	Dissemination of results
Large extent	74.1	46.2	24.4	10.4	44.3
To some extent	20.0	41.0	21.8	18.2	41.8
Minor extent	3.5	7.7	7.7	14.3	12.7
Not at all	1.2	3.8	35.9	46.8	1.3
Hard to say / DNK	1.2	1.3	10.3	10.4	100.0
Total	100.0	100.0	100.0	100.0	44.3

The table shows that nearly all projects involve direct support to children and young adults at risk. Similarly, a vast majority of projects (87%) have capacity building as an element, and almost half the project leaders report that this makes up a large part of their project.

The transfer of competence between the Nordic and the adjacent area countries is more modest, but then one should keep in mind that less than half the projects involved Nordic partners. As could have been expected, the transfer of competence more often goes in the direction from the Nordic to the adjacent area countries than the other way. It is worth noti-

cing, however, that in almost 40% of the projects there is at least some transfer of competence in the other direction as well.

The survey furthermore shows that most project leaders have put a significant effort into dissemination of the results of their projects. More than 85% of the projects have included this aspect to some or to a large extent.

5. User feedback

In chapter 5 we presented some major findings concerning the distribution of different types of projects. In this chapter we discuss various aspects of project and programme assessment based on feedback from the main users of the programme, the project leaders. Issues such as the sustainability of the projects, the dependence on the programme for carrying out the projects, the benefits of cooperation with Nordic partners, views on the programme administration and general impression of the programme are examined. These findings are used in the overall assessment and recommendations concerning the future of the programme in Chapter 7.

5.1 Sustainability and need for support from programme

One way of looking at the sustainability of a project is to assess its potential for follow-up activities in the future. Only 13% of the project leaders are certain that they will follow up the projects, while another 40% will do to some extent. On the other hand, one in ten respondents is categorical that they will not follow up the activities, while the rest will follow up to a minor extent or find it hard to say. Since the sustainability and continuity of the projects have been highlighted from the programme designers, these results are acceptable but not completely satisfactory (Table 5.1)

There is, as could have been expected, a correlation between the likelihood of following up and the size of the project, the larger projects being considerably more prone to follow up activities.

Table 5.1 Likelihood of following up project activities.

	Frequency	Percent	Cumulative Percent
Yes, certainly	12	13.3	13.3
Yes, to some extent	36	40.0	53.3
Yes, to a minor extent	20	22.2	75.6
Hard to say / don't know	13	14.4	90.0
No	9	10.0	100.0
Total	90	100.0	

The need for the NAP programme is incontestable, at least in the eyes of the survey respondents. The programme is viewed by the majority of project leaders as indispensable for carrying out the projects. Only a meagre 11% would have been able to carry out their project fully or almost at the same level without the support from the programme (Table

5.2). Two thirds would have found it impossible or could only have done it with great difficulty. As such it appears that the programme fills a gap in the adjacent areas countries.

Table 5.2 Ability to carry out the project without support from the NCM.

	Frequency	Percent	Cumulative Percent
Yes, fully	3	3.3	3.3
Yes, almost at the same level	7	7.7	11.0
Yes, but at a reduced level	15	16.5	27.5
Perhaps, with great difficulty	36	39.6	67.0
Impossible	28	30.8	97.8
Don't know	2	2.2	100.0
Total	91	100.0	

5.2 The cross-sectoral approach

The fact that the NAP programme has a cross-sectoral approach is evident to all project applicants, as it is very much stressed in the application form. Chapter 4.2 showed that nearly all projects in the programme are cross-sectoral, and that more than half the projects involved at least three different sectors.

But how do the project leaders assess the cross-sectoral requirement of each project? In the survey we asked about their attitude, and the results can be seen in Tabel 5.3. The project leaders appear to be supportive of the approach chosen for the programme. Only one in five respondents think that there should be no cross-sectoral requirement or that also projects from one sector only should be eligible for support. A great share (43%), however, favours a flexible way of dealing with this regulation.

Table 5.3 Project leaders' opinions on the cross-sectoral approach of the NAP programme

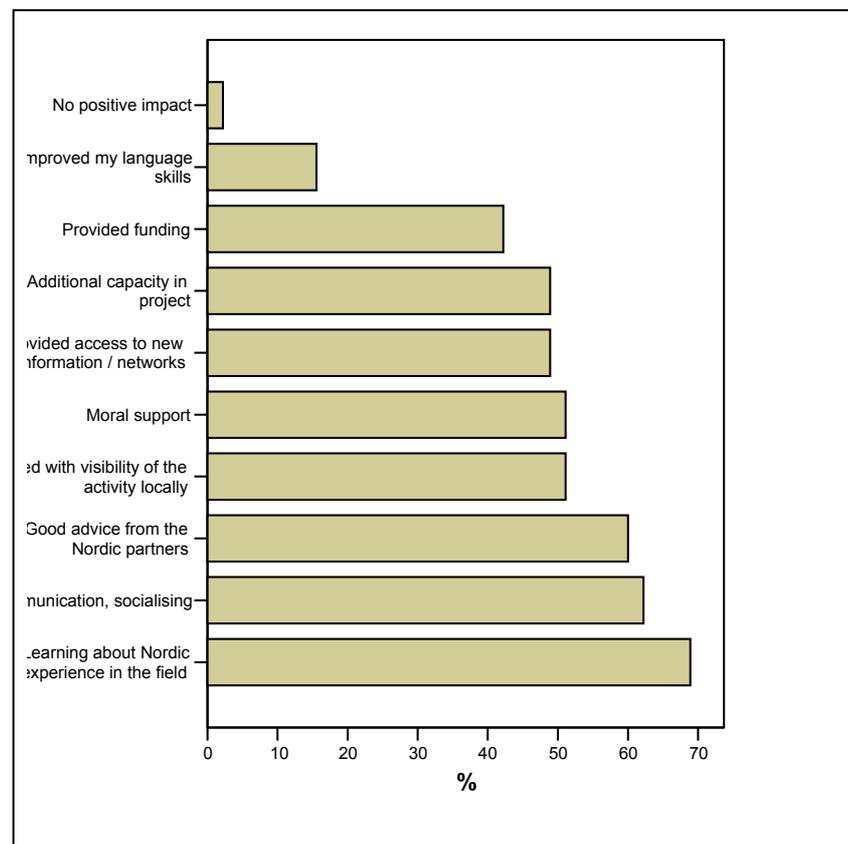
	Frequency	Valid Percent
There should be no such requirement	1	1.0
Projects from only one sector should be eligible	20	20.2
Should be dealt with flexibly	43	43.4
Fully support cross-sectoral requirement	29	29.3
No opinion / don't know	6	6.1
Total	99	100.0

5.3 The benefits of cooperation with Nordic partners

Almost half the projects in the NAP programme have involved cooperation with Nordic partners. The project leaders with experience from such cooperation were asked to list the main benefits. Only 3% of the respondents held the view that there was no positive impact of this cooperation (Figure 5.1). The high demand for learning about the Nordic experience in the relevant field is quite evident from the response to this question, as

more than 70% reported this as a major benefit. Communication is also listed high up, as is good advice from the Nordic partners. Moreover, moral support, access to new information or networks, and additional capacity in the project are listed by more than 50% of the respondents. Less common is the answer that the Nordic partners have helped with providing funding to the project, whereas less than one in five listed improved language skills as an important benefit of the co-operation.

Figure 5.1 Impact of cooperation with Nordic partners. Percentage listing various aspects as of major importance (several answers possible), N=50.



5.4 Satisfaction with the NAP programme

5.4.1 Opinion on various aspects of programme administration

There is a general satisfaction with the administrative aspects of the NAP programme among the project leaders. The respondents were asked about their agreement with a number of statements concerning the programme staff, the application form, the level of unnecessary bureaucracy, and accessibility of information about the programme. The distribution of answers is shown in Table 5.3.

Table 5.4 Level of agreement with various statements on aspects of programme administration (N=77).

	Fully agree	Tend to agree	Neither/nor	Tend to disagree	Fully disagree
"I have not experienced any problems in dealing with the responsible staff of the NAP"	77.9	19.5	1.3	1.3	0.0
"The application form for the NAP is clear and easily accessible"	61.0	28.6	7.8	1.3	1.3
"There is too much bureaucracy and paper work in connection with the NAP"	2.7	19.2	17.8	30.1	30.1
"It is too hard to find out who can apply and what one can apply for from the NAP"	2.7	9.5	8.1	41.9	37.8

Particularly satisfied are project leaders with the responsible staff of the programme. A full 97% of the project leaders either fully or tended to agree with the statement that they had not experienced any problems in dealing with the staff. This must be considered a very positive feedback to those who are in direct contact with the project leaders. Moreover, the respondents are generally very satisfied with the application form. Although the replies to the statements on the level of unnecessary bureaucracy and availability of information are somewhat more distributed across the answer categories, there is still a very high degree of satisfaction with the administrative aspects of the programme.

5.4.2 Sufficiency of funding

The project leaders are very likely to hold the view that there should be more funding to the NAP programme. Indeed, if they manage to obtain such funding, they may be able to expand and prolong their activities. Thus, instead of asking about the need for a larger budget, we decided to ask whether the present programme is too small to make an impact. The replies to this question were rather optimistic, although there was a certain distribution across all the answer categories.

Just over a quarter of the respondents either fully or tended to agree with the statement, while 60% disagreed. Although the majority of respondents believe the funding of the programme is sufficient to make an impact, the distribution of the responses make us suggest that there is a general view among project leaders that funding for the programme should have been larger.

	Fully agree	Tend to agree	Neither/nor	Tend to disagree	Fully disagree
Funding from the NAP programme is too small to make an impact	6.7	20.0	13.3	33.3	26.7

5.4.3 General opinions on the programme

Based on the responses to the above questions, we expected a general contentment with the NAP programme. These expectations were confirmed.

The project leaders were asked about the degree to which they agree with a statement reading: “The NAP programme should be continued in the future”. A total of 99 per cent either fully (94%) or tended to (5%) agree with the statement. Although some may see a potential personal gain in the continuation of the programme, it is also likely that this result reflects the general opinion that there is a need for such a programme in the adjacent area countries where funding for such activities is still limited.

The result can furthermore be seen in the context of the fact that only 46% of the respondents either fully or tend to agree with the view that the authorities are sufficiently concerned with the problems of children and young adults at risk in their country.

When the respondents were asked whether they find it likely that they will apply for funding from the programme in the future, none replied that this is unlikely or very unlikely! More than two thirds (69%) of the respondents indicated that they are very likely to do so, while another 29% are quite likely. This is yet another evidence of the demand for the NAP programme, at least among those who have experiences with it.

The project leaders believe the NAP programme is well known in their country or region, as 75% of the respondents either fully or tend to agree with such an opinion. It is unlikely that this result would be representative of all specialists working with children and young adults at risk in the adjacent area countries, but still gives an impression of a programme that many people in the relevant sectors know about.

When it comes to the general satisfaction among project leaders with the NAP programme, the results are quite positive. As many as 88% of the respondents are *very* or *rather satisfied*, while only 2% are *rather dissatisfied* and none is *very dissatisfied*. However, there is no unanimous agreement of selecting the highest score for this question, as there are more people who are *rather satisfied* (47%) than *very satisfied* (42%) with the programme.

For the future of the programme it is worth noting that the highest degree of satisfaction is found in the Baltic states, and particularly in Latvia where 67% of the respondents are *very satisfied*. In contrast, 25% of the respondents in Russia express this view. Those with large projects tend to be somewhat more satisfied than those who have received a small amount of funding, and the newer projects are more satisfied than those at the beginning of the programme period.

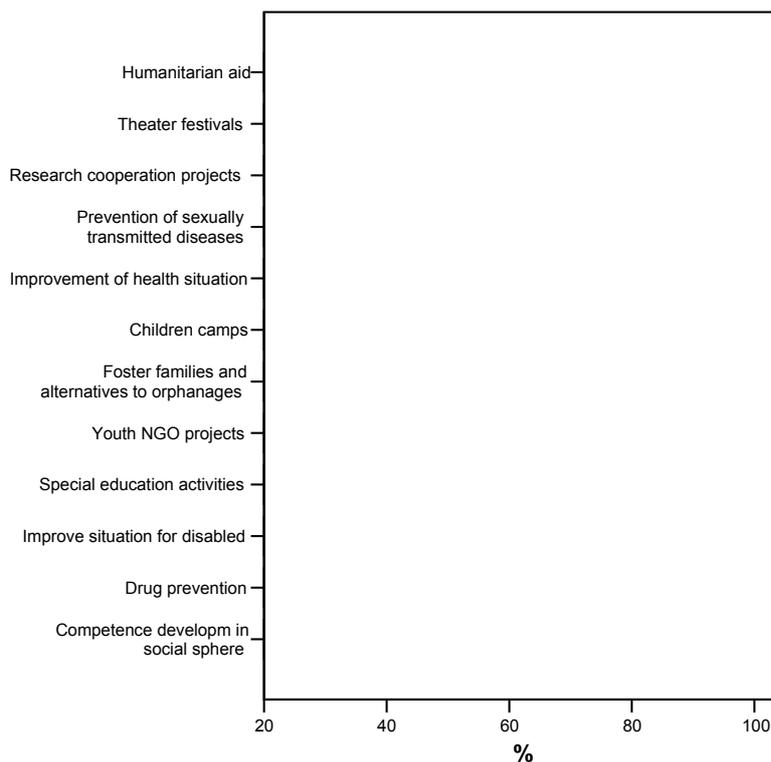
Another finding worth mentioning is that projects with a Nordic partner show a significantly higher satisfaction with the programme than

those without such a partner. This is an indication of the value added of such cooperation.

5.4.4 Directions for the future

The project leaders expressed their views on the future directions of the NAP programme. They were presented with a list of items and were asked for each one of them to say whether it should be a priority; whether it should be supported only if there are sufficient resources; or whether it should not be supported at all. Since there is not an abundance of resources available for the programme and they are unlikely to appear in the future, the percentages saying that each of the items should be a *priority* are illustrated in Figure 5.2.

Figure 5.2 Percentage of projects leaders reporting that each item should be a priority in the future NAP programme



The figure shows that competence development in the social sphere is the type of project that most respondents would give priority in the future NAP programme. The next in perceived importance are projects on drugs prevention, projects for improving the situation for the disabled and special education activities. Projects that are most often regarded as outside of the scope of the programme are humanitarian aid projects, support to theatre festivals, research projects and projects aimed at preventing sexually transmitted diseases. The responses to some extent reflects the

areas where the main bulk of projects have been focusing, and could to some extent be interpreted as continued support to projects reflecting the respondents' own type of activity. Nevertheless, we interpret the results as a message from the side of the experts that the programme should be even further targeted towards the programme's core areas, and that competence development and social reform are high up on the agenda of project leaders in the adjacent area countries.

6. The individual projects

6.1 Introduction

The NAP programme has been built around project activities, and the achievement of the objectives of the programme therefore depends on a successful implementation of these individual projects. Thus, in addition to an evaluation of the whole programme, the mandate included an assessment of a number of individual projects. This chapter outlines some lessons based on project visits, interviews with project leaders and document analysis. The projects were selected according to the following criteria:

- *Size of projects:* The programme differentiates between large (over 50,000 DKK) and small projects. The evaluation team selected 8 large and 11 small projects.
- *Geography:* Since the mandate is most concerned with the future of the programme in Russia, 12 projects in Russia and 7 projects in the Baltic states were selected. Moreover, projects were selected both from the capitals or regional centres and from the more peripheral regions. Due to constraints in time and money, projects were selected from two Baltic countries (Latvia and Lithuania) and three Russian regions (St. Petersburg, Murmansk and Arkhangelsk¹¹).
- *Partners:* The visited projects include projects with Nordic coordinators (5), with Nordic partners (7) and without Nordic partners (7).
- *Thematic scope:* The main focus of the selected projects is distributed between the various sectors involved in the programme: social (10), educational (4), cultural (2) and health (3), although all projects include elements of other sectors as well.
- *Funding:* The selection includes projects where the main bulk of the financing comes from the NCM, and projects where the financing from NCM makes up only a smaller part of the overall financing of the project. Also, the selection includes projects that received all that was applied for by the NCM and those that received only a share and needed to cover the gap by other funding or make adjustment to their plans.
- *Organisation:* The projects selected were coordinated by representatives of local NGOs, municipal or regional authorities, and

¹¹ Interviews with project leaders for the Arkhangelsk projects took place in St. Petersburg, Oslo and by telephone.

other types of organisations (international NGOs, state institutions, educational institutions, etc.)

A two-week field trip was organised in the month of February 2005 with visits of Latvia, Lithuania, St. Petersburg and Murmansk.

An overview of the projects, size of funding, regional distribution and types of coordinating organisers is shown in Figure 7.1. Each project visited is described in more detail and given a general assessment in Appendix 2.

As a general remark, the outcomes and output of the individual projects can only be described in terms of completed activities, not in terms of their impact, as the projects typically have not established any measurement indicators.

6.2 Agents of change

A challenge of implementing projects in the sphere of children and youth at risk is the relatively low status of the groups, their lack of advocates among politicians, and the general lack of attention paid to their problems and challenges. A criterion for success of a project could therefore be the extent to which it is able to increase the visibility of such issues, change traditional ways of dealing with them and strengthen the position of those contributing to improving the situation. Based on visits to the projects, it can be concluded that the majority of projects have made considerable achievements towards these ends. An explanation of this success can be seen in the personal, and to some extent institutional, qualities of those involved in the implementation of the projects, particularly their coordinators.

The NCM has, as a rule, succeeded in selecting projects where the majority of project leaders are genuinely committed to their projects. A common theme characteristic of most of the individual projects visited is the high level of enthusiasm shown by the coordinators and their partners.

The programme does not give personal financial benefits to those who receive funding, and very often the activities involve additional work. For the NGOs involved the funding from the NCM appeared to be a welcome source of financing in a setting where funding for this type of activities is not easily available. Several of the NGO representatives expressed that financing from the programme had given them a quality stamp with local or national authorities giving them access to more support from the public budgets. Much of the work put into the programme was voluntary, as the funding does not cover salaries of the NGO staff. For some NGOs with permanent employees this was considered a major obstacle.

Table 6.1

The *NGOs* supported by the programme undoubtedly have succeeded in giving more visibility to the problems of children and young adults at risk, improved their capacity and provided concrete improvements in living conditions of the target groups. However, their ability to contribute to systemic change is a long-term undertaking, and the projects supported can only be expected to have a limited effect to this end. The most successful of the *NGO* projects are those that have a clear anchorage with the local authorities and where there is a clear division of tasks and mutual benefits.

Municipal authority institutions and organisations financed by the municipal budgets do not experience the same financial challenges with implementing the projects, as their salaries are covered. For these institutions the funding from the NCM is seen as a welcome opportunity to try out some additional activities, test new models, initiate cooperation with Nordic partners, i.e. develop their work and increase their capacity. To the extent that the 'right' projects are selected, these projects have the scope of more systemic changes and may influence policy developments.

The Nordic involvement in the programme has been very beneficial. All the project leaders that have Nordic partners were very positive in their assessment of their involvement. Both Baltic and Russian partners stressed the importance of Nordic competence and capacity, particularly in the 'softer' areas such as for example the psychological needs of the disabled, developing foster families as alternatives to orphanages, raising topics that have been hidden or neglected, as well as in providing experience in and models for cross-sectoral cooperation. Several of the project leaders without Nordic partners expressed the wish to have such partners, but pointed to the financial constraints as a reason for not having one. The evaluators' preliminary suspicion that some of the Nordic partners would be mere name-dropping for fulfilling application requirements turned out to be unfounded, as the overall majority of the Nordic partners played an active and constructive role in the projects.

The projects with a Nordic coordinator are larger than the other projects in terms of funding, they usually take place over several years and as a rule aim at competence transfer. In some instances the Nordic coordinators have better access to higher level officials, have more influence and may surpass bureaucratic hurdles to affect changes. Since the budgets are larger, these projects take up a large share of limited funding. However, the share going to the Nordic partners is always limited. Some projects run by a Nordic partner lack a strong sense of local 'ownership', and risk the need of continued presence and close monitoring of the Nordic partner, also for organisational matters. It has in some cases proven difficult to transfer coordination tasks to the (in most cases) Russian partner. This is not, however, an argument that such projects should not have been supported, as they tend to be projects with a developed idea of introdu-

cing significant and necessary changes in approaches to work with children and young adults.

Most of the projects in the programme are small, and even the small projects may have a considerable local effect, affect the target groups positively and even spur long-term change. For some actors the Nordic 'stamp' was considered as important as the funding in itself. The programme has been successful in finding 'agents of change' in the selection procedures, where experienced organisations or institutions who work for transition in a direction promoting the programme goals are given the chance of developing or testing new ideas and approaches. The project visits confirmed that the best effect is achieved when projects take place in close cooperation with the local or national authorities, and preferably with inspiration from – through direct contact with – Nordic specialists.

6.3 Some examples of positive change

There were many significant achievements obtained by the projects visited. In this section we will only give a few glimpses. The selection is not based on a ranking of the projects visited, but is meant to illustrate some of the variety in terms of project contents and outcomes.

The main goal of one of the projects in *Latvia* is improvement of the educational opportunities of juveniles in pre-trial detention by involving them in activities that stimulate their personal development and create interest in studying and learning a profession, and in this way becoming functioning members of society. The project started work in an important but previously unattended field. The funding provided by the NCM was significant to start the processes and provide the basic technical and human base. The project has provided knowledge and given ideas to necessary developments in a number of spheres: legal (already implemented legislative changes), educational (an idea about a training school for prison staff), and organisational (a newly opened prevention service to decrease the number of prisons). This is an example of a *pilot* project that has spurred new thinking and reform.

In *Lithuania* one of the projects focused on establishing the practice of professional foster families according to a Nordic model. The aims were to protect the rights of children who are brought up in risk families and to give them good conditions for development, reduce the number of orphans and delinquent children in Lithuania, and change the Soviet style childcare institutions that fail to provide favourable development conditions. The programme succeeded in providing a comprehensive training programme for foster families and guardians and increasing the motivation and capacity to take on such a responsibility. A foster family club where foster parents could discuss their problems and challenges was also established as a result of the project.

In *Russia* a project aims at maximising the social integration of children with special needs through the development and reorganisation of existing resources in a small town in the northern part of the country. Concrete services within schools and kindergartens for children with disabilities have been established. Parents who want to include their child in a normal setting are given support. Competence building through seminars, courses, and practical cooperation has taken place addressing parents, teachers, pre-school teachers, experts within the social welfare system and the primary health system. Cross-sectoral work and cooperation have been encouraged and now take place within interdisciplinary and interdepartmental teams. A change of attitudes towards inclusion of children with disabilities is slowly taking place.

We will also give a few examples of small projects supported in the programme. In *Latvia* the programme gave support to develop and print a book to be used as a holistic and professional support for children with serious, often incurable, illnesses who are in stationary care at a hospital, and their parents. A project in a remote and poor rural district in *Lithuania* focused on the integration of risk children into society through engaging them in technical and sports activities such as (motor) bike repairs and learning to ride a (motor) bike, at the same time as psychological help through group work and individual consultations were arranged for such risk children. In *Russia* a project used Finnish competence in organising a two-day professional seminar on how to give psychological, social and legal support to cancer children and their families.

More details about these and other projects visited can be found in Appendix 2.

6.4 Sustainability

One of the main aims of the NAP programme is that it should bring about sustainable improvements in living conditions of the target groups. Most of the projects visited are sustainable to some extent, but there is considerable variation between them. As a rule, the projects within the social and educational sphere are considered more sustainable than those in the cultural sphere, where the support often goes to one singular event. The factors that are most decisive for the sustainability of the projects are the financial situation, availability of human resources, a firm foundation with the municipal or regional authorities, and a plan for systematic dissemination of the results of the project. We shall now briefly comment on each of these factors.

6.4.1 Financial constraints

Several of the organisations that received funding from the NCM programme appeared to be in constant search for funding. This was for the most part the case with the NGOs. Some of the NGOs had received funding for projects from the NAP programme previously and continued to pin their hopes on future support from the programme, or other similar programmes, as well. These were the projects that were least likely to have a lasting effect on developments, but may have achieved some local, short-term relief or benefits. Others had managed to obtain funding from the local authorities and through cooperation with them were more optimistic about follow-up or regular activities.

The smallest projects were, as expected, the least likely to be sustainable, but there is no *automatic* link between the size of the project and its long-term effect. Even some of the smaller projects have spurred activities, materials, cooperation or change that will last much longer than the indicated project period. For a programme with an emphasis on small-scale funding one cannot expect that all projects will be sustainable in the long term. Without a bottom limit to the project size there is the risk of receiving many proposals with a very short-term and local horizon.

A challenge for the larger projects is the constant need to write new applications for funding each year. This may put the sustainability of the project at some risk, since one can make realistic plans for only one year at the time. Several projects would undoubtedly have benefited from a more long-term funding period.

6.4.2 Human resources

One of the major decisive factors in the sustainability of the projects appeared to be the availability of human resources for the organisation coordinating the project. This was mentioned by several of the project leaders and could be clearly seen by the project output. For NGOs where salaries are not paid, it is often hard to find people who are willing to commit time for activities that are carried out on a completely voluntary basis. For other types of institutions there is often a tension between fulfilling the everyday tasks and taking on additional activities, even when salaries are covered.

Some organisations complained that there is a lack of specialists with the right training and education to participate in the projects. Thus, projects aiming at capacity building and competence development are still very much needed. Projects which included this aspect as a major or an integrated element as a rule yielded greater benefits than those where the whole aim was to provide some (temporary) assistance or relief to vulnerable children and youth.

6.4.3 Dissemination and learning

The projects differ considerably in terms of how the results of their projects are disseminated outside of their organisation. The different nature of the projects is one reason for this, but some project leaders clearly also were more systematic in their thinking about dissemination issues. Certainly, for projects where new ideas or concepts are developed or where transfer of competence has taken place, the ability of distributing such experiences to a wider audience is crucial for the long-term effect of the project. Both constraints in time and finances create the risk that insights that could be shared with others in the same situation are kept in the local setting with rather limited effects.

Some successful projects were aimed at training of trainers, thus increasing the geographical scope of the introduction of new ideas and models.

Many of the projects had considerably media coverage – both initiated by the project participants themselves and by newspapers and TV, but it was easier to attract media in the smaller local communities than in the bigger capitals and regional centres. The best results were achieved by those who managed to make presentations at national or international conferences and seminars with specialists in the same field. Likewise, articles or compendiums were written with project examples and experiences with clear dissemination purposes. Some project leaders complained that there was not sufficient funding to document their project achievements. The question of dissemination is particularly relevant in Russia, where a systematic plan for dissemination is needed for results to reach a larger part of the vast territory.

The project visits revealed an absence of dissemination of programme activities organised by the NCM itself, both in the countries as well as at an aggregate level. The main reason for this is the lack of funding for this purpose, as most of the funding has been directed towards the concrete projects. Several of the project leaders called for small, practical seminars or meetings where likeminded project participants could meet to present their projects or exchange experiences. Both national and international seminars were requested.

6.5 Satisfaction with programme

There was a high level of general satisfaction with the NAP programme among the project leaders visited. The possibility to receive funding for small projects makes the programme different from other programmes and opens the possibility to involve a larger number of actors. Several of the project leaders who had learnt from applying for small funding, used the experience to approach other national and international funding agen-

cies for larger projects. The simple application procedures, where the outcome of the application is known quickly, were helpful in this respect.

The professionalism of the programme staff at the local NCM offices was commended. The assessment of the programme from the programme leaders visited can be summed up in the following key headings – and there was no difference between the countries or types of projects:

Unbureaucratic: Both the application form and the application procedures, as well as financial and general reporting were considered to be satisfactory.

Accessible: The applicants received help when they asked for it, the programme staff both in the NCM local offices and in Copenhagen were helpful and willing to share information.

Flexible: Projects could be adjusted according to the changing needs.

Committed: Visibility and visits of the programme staff were very much appreciated. It was mentioned that visits from the secretariat in Copenhagen has been particularly welcome.

Nordic: The value added of Nordic support was mentioned by several project leaders – “as it may affect the thinking of our own authorities on social issues”.

At the same time some project leaders suggested changes such as:

- Application form in Russian: “It is still difficult for us to fill out forms in English”.
- Provision of lists of Nordic NGOs in order to help to find appropriate partners.
- Courses in application writing.

7. Assessment and recommendations

While the previous chapters have focused on a presentation of findings, in this chapter we use these findings to present an overall assessment of the programme with recommendations for the future.

The chapter discusses a number of issues that suggest the extent to which the programme has achieved the goals stipulated, and in which areas changes could be implemented in order to improve the goal achievement. In line with the mandate of the evaluation the recommendations are particularly aimed at the future of the programme in Russia.

First we discuss the programme organisation and administration. We then examine the level of funding of the programme, its geographical priorities and the balance between small and large projects. Furthermore, we give an assessment of the content and outcome of the programme in terms of the types of projects supported. The impact of the Nordic participation in the programme is assessed. In addition, the chapter emphasises aspects of dissemination and learning, and briefly looks at synergies and coordination with other programmes.

7.1 Programme administration

7.1.1 *The organisation in NCM*

The strong foundation of the programme with the responsible Nordic ministries through the *EK-S Nærområdegruppen* has entailed many advantages. It has given the funding countries the overall control with how the funding has been spent. The relevant Nordic ministries have had the chance to receive first-hand information about Nordic activities taking place in the applicable fields in the adjacent area countries. The fact that the *EK-S Nærområdegruppen* not only has had the responsibility for the NAP programme, but also been responsible for the co-ordination with other related projects and programmes directed towards the adjacent areas, has brought about positive synergy effects and a good targeting of limited resources.

The programme has benefited from a high level of competence, experience and insights of several of the key persons involved in the programme, such as the senior adviser on social policy issues in the NCM, the leaders of the cross-sectoral working group and the staff of the NCM offices.

There has been a very good climate of cooperation between the senior adviser on social policy issues and the NCM Office staff, which has increased the motivation on both sides. The responsible NCM office staff unanimously express that they already from the start were given a more prominent role in this programme than in many other NCM programmes. This was very much appreciated, and provided the staff with more enthusiasm for and understanding of the programme objectives. As a consequence the programme has had a better anchorage with local needs as well as more visibility in the local setting than could otherwise have been expected.

The set-up of a *cross-sectoral working group* has also been important for the quality assurance of the individual (large) projects and for the *EK-S Nærområdegrupper* being able to concentrate on more general issues of priorities and directions. The devotion of the leaders of this group to the programme and their experience in the social sphere in the adjacent area countries has been valuable. The level of involvement from the members of the working group has varied somewhat, however.

The staffs of the NCM offices and NCM information points are reviewed very positively by all types of actors involved in the NCM programme. The staff members of the information offices were commended by the project leaders for their high level of competence, approachability and professionalism in their work. They have put a lot of effort into distributing information about the programme all through their geographical areas. This is a big task in the Baltic countries, but is even more the case for the vast Russian territory. The strategy of annual visits to all regions appears to have been successful, as the programme receives applications also from regions where there Nordic information points or offices have not (yet) been established, such as Pskov, Novgorod and Kaliningrad.

The role of the senior adviser on social policy issues has been a very prominent one, and the fact that the programme has been so well attended to may be an explanation why the other two advisors (on education and culture) in the NCM secretariat have been less involved. However, a more prominent and more formalised role of these two advisors in the programme would probably have given a stronger anchorage in the NCM. It would also have contributed to more involvement in the development of the programme from the other two steering committees contributing to the programme budget, *NSS* and *BUK*. The cross-sectoral focus of the programme should be better reflected in more formalised involvement of the other sectors in the NCM and its steering committees.

Recommendation: Involvement in the programme of the advisors on education and cultural issues in the NCM secretariat as well as the steering committees should be increased and formalized

The termination of the EK-S *Nærområdegruppen* will entail challenges of anchorage of the programme to the national policy-makers in the Nordic countries. The composition of this new body is outside the scope of this evaluation. Still, we would like to stress the need for a body that can attend to the need for Nordic synergies and co-ordination of national policies in the way the EK-S *Nærområdegruppen* has been able to. At the same time the new body needs to have members with an intimate knowledge of the present situation in the social sphere in the neighbourhood countries, and especially in Russia.

Recommendation: The new coordinating body replacing the EK-S *Nærområdegruppen* should have an anchorage with the Nordic ministries to secure coordination with national priorities and avoid duplication of efforts;

Recommendation: This body should consist of members with an intimate knowledge of the social situation in the recipient countries and experience from cooperation with Russia.

The NCM has a special advisor on cooperation with NW-Russia who has been only sporadically and informally involved in the NAP programme. We suggest that this advisor should have a greater role in the implementation of the NAP programme. The advisor, who is fluent in Russian, should take part in the meetings both of the new body replacing the EK-S *Nærområdegruppen* and the meetings of the Russian NRG. In this way the programme can also be better integrated within the overall portfolio of activities under the NCM in Russia and it would ease exchange of information. Better feedback will be given to the NRG when views are diverging, and such an arrangement will help to target the NCM support. We suggest that the person responsible for the NAP programme in the NCM office in St. Petersburg should take part in the meetings of the new body replacing the EK-S *Nærområdegruppen* for the same purposes.

Recommendation: The advisor with special responsibility for cooperation with Russia in the NCM secretariat should be given a role in the programme to secure synergy with the overall neighbourhood policies;

Recommendation: the responsible person for the programme from the NCM office in Russia should also participate at the meetings, possibly with an observation status.

The programme involves a large number of actors in decision-making about projects. Much attention has been devoted to links to and contacts with national and regional authorities. Actors in the Baltic countries and Russia have not, however, had direct and formalized opportunities to

influence on the realisation of the overall framework of the programme. For example, the NRGs have had a role in giving recommendations about larger projects and prioritized among the small project funds, but there have been no formalised meetings between the NRGs and the *EK-S Nærområdegruppen*. We believe a Russian representation from the NRG in the new body replacing the *EK-S Nærområdegruppen* is desirable for these reasons.

Recommendation: The new body should be supplemented with a Russian member from the NRG.

7.1.2 The composition of the national reference groups (NRGs)

The setting up of NRGs from the outset was an important step in anchoring the programme with the local authorities. For the Baltic countries this has been a well functioning arrangement where the NRG members for the most part have represented the ministries and other institutions with a view to state policy, in addition to representatives of NGOs and international organisations such as WHO, UNICEF, UNDP and UNESCO. The largest challenge for the NRGs in the Baltic countries is the limited amount of time that they are able to devote to the programme.

Although the impression of the professionalism and competence of the NRG in Russia is also very positive, the evaluation team is a somewhat more concerned with the composition of the reference group there. The group is for the most part set up by representatives of the St. Petersburg city administration, and the only person outside of St. Petersburg is an official in Moscow with previous St. Petersburg experience. Although St. Petersburg is the capital of North-West Russia, the distance from the more remote regions is vast, not only in geographical terms but also in terms of level of development and conception of pressing issues. It is impossible for this reference group to have an overview of the whole geographical area it is supposed to cover. More importantly, such an organisation puts obstacles to the anchorage of the programme with the authorities in the more peripheral regions.

The St Petersburg-dominated reference group has made an effort in supporting projects outside of the St Petersburg region, and very few of the large projects have come from St. Petersburg or its surroundings. Inputs from the regions have been secured through the recommendations and priorities given by the staff of the three NCM information points in the regions. Nevertheless, there can be no doubt that the proximity to the projects in the St. Petersburg city has made it easier to evaluate the projects from this area. The reference group is more familiar with the local organisations and challenges in St. Petersburg, and thereby can have a better understanding of the prospects of each project to bring about re-

sults and changes. This is also reflected in the project portfolio described in Chapter 4.1.1.

Although Russia recently has been moving in a more centralized direction, there are still very important regional differences which need to be reflected in regional priorities. The current organisational set-up does not provide enough opportunities for taking such regional differences into account and does not provide for the foundation with regional authorities outside the St. Petersburg / Leningrad region that the programme needs.

With the increased emphasis on North-West Russia in the programme, the issue of having one centralised NRG for Russia should be reconsidered. We suggest establishing small local reference groups in the regions where the NCM has information points¹², with 3-4 representatives covering the sectors involved in the programme. The task of these reference groups will be not only to evaluate applications and prioritize between the applications received in their regions but to exchange information with the NCM staff and discuss issues of synergies with other programmes, dissemination of results and so on.

The NCM information point staff should be a link between these local reference groups and the NCM office staff / NRG in St. Petersburg. The NCM information point staff should be invited to participate in the meetings of the NRG in St. Petersburg and convey the views and the priorities of the local reference groups there, as well as bring feedback to the local policy-makers when they return. The introduction of regional reference groups would give the staff in the NCM information points in the regions possibilities to make better founded recommendations about funding and give them a formalized opportunity to make contact with local authorities.

Recommendation: Small reference groups with 3-4 members should be established in the Russian regions with a Nordic Information point.

Recommendation: The NCM information point staff should be invited to participate in the meetings of the NRG.

7.1.3 Project selection

The programme has been demand-driven, in that projects have been initiated outside of the NCM, and the task of NCM has been to select the projects with the highest quality and which are expected to contribute mostly to the achievement of the objectives. The outcome of the project selection procedures has been a large number of projects considered to be

¹² Taking into account the fact that Arkhangelsk projects will not be given priority, the new reference groups would be set up in Murmansk and Petrozavodsk, and possibly a reference group could be formed in Kaliningrad when a new NCM office is established there.

of a generally good or very good quality where the project objectives have been reached to a high extent.

The system of quality assurance has functioned well both in the Nordic and in the adjacent area countries. Despite some conflicting views about whether quality of the proposal or distribution on various sectors and types of projects should be given priority, the balance between sectors appears appropriate for the programme profile. In addition most projects include cross-sectoral elements, many of the projects have a Nordic dimension or partners, and sustainability of the projects has, at least to a considerable extent, been achieved. The fact that the NRG members are composed so that they contain specialists within all main fields supported by the programme is positive for quality assurance and for cross-sectoral collaboration.

The application form and application procedures give the information needed for selecting the 'right' projects. There is, however, one important exception: The application form does not ask specifically about the *human resources* available for the project. Previous knowledge of and experience with an organisation is often a criteria for the selection of a project. This is particularly problematic in Russia, where distances are vast and it is impossible to have an overview of organisations in the more remote regions.

Recommendation: The application form should include information about the human resources of the applicant organisation and the competence of the project leader.

The evaluation team does not agree with the view expressed by some project leaders that application forms should be available also in the Russian language. We recognize that many potential project leaders experience challenges in writing Russian, but believe that they will need the capacity to communicate in English in order to carry out the cooperation projects required in this programme.

There are different practices at the NCM offices regarding the selection procedures. In some cases the NRGs are asked to read all application forms, and in other cases these forms have been divided between the group members. For the small projects with a size of less than 50,000 DKK this seems unnecessary, and the NRG's competence and resources, but limited time, could be used more efficiently.

All members of the NCM office staff are sufficiently competent to make the first proposal of priorities which can then be presented at the meetings of the NRGs. The application forms etc. should be available at these meetings, and the NRGs may ask questions about the individual projects and the priorities and may suggest different decisions than those proposed. In general the NRGs should be given a more prominent role in the programme than solely discussing the individual applications. In this

way more time would be left for discussion of the overall programme priorities, the programme's relation to national policies, as well as exchange of relevant information about initiatives and developments in the spheres represented in the group.

Recommendation: The proposal for project funding for small projects can be made by the responsible staff of the NCM offices, leaving issues of overall priorities and overall directions to the NRGs.

There are certain differences between the countries in terms of their selection procedures, priorities and emphasis. Such differences are acceptable and understandable as the different countries have different needs, opportunities and frameworks. Nevertheless, there should have been enhanced opportunities to exchange experiences between the countries, because there are certainly elements and practices that they could take up from each other. The meetings between the staff of the NCM offices do not provide enough time for thoroughgoing discussions of such issues.

For example, the new procedures in Lithuania – by which a first announcement of invitations for projects ideas is made, out of which a certain number are selected for further development and a full proposal – could have been considered by more countries. This reduces the amount of time spent by the applicant for proposal writing, it gives the NCM office and NRG an opportunity to give feedback to the applicants that could be included in the final proposal, and it has been reviewed positively by those involved. On the other hand it appears more time-consuming for the reviewing staff. The other countries would not necessarily adopt the same methods, but at least it would be useful for them to know about positive and negative consequences of such a change.

Recommendation: Exchange of experience between the NCM staff about project selection procedures should take place more regularly and one should allow sufficient time for thoroughgoing discussions.

In Russia the selection procedure has been more problematic. The NRG consists of members from the city administration of St. Petersburg, while the programme covers a much broader geographical area. Although the reference group has managed to balance the different interests, it still leaves challenges concerning quality assurance of projects in the more remote regions. It was also seen from the geographical distribution of projects in Russia that many of the smaller projects have been supported in St. Petersburg and the regional centres, for which more information is available. A better representation of the NRG is likely to give a better geographical balance and better quality assurance of projects in Russia.

There have been some tensions as to who should have the final decision-making authority when there are conflicts of priorities between the

Nordic and the adjacent areas side. We support the stance taken by the EK-S *Nærområdegruppen* that the Nordic side should have the final decision-making authorities over main priorities and funding of large projects.

The need to send in a new application each year was viewed by many project leaders of large projects as a major obstacle; time is wasted on unnecessary formalities, and it creates some uneasiness about the future of the project. This critique is well founded. The NCM could solve this by sending out a letter of intention to support a project for a longer time period but with the reservation that it depends on funding from the NCM centrally and that satisfactory progress reports are submitted annually.

Recommendation: The NCM should make it easier to obtain funding for a longer time period to give more predictability and a longer planning horizon for project coordinators.

Finally, we have a comment regarding possibilities of conflict of interest (*inhabiliter/jäv*) of the NRG members. Some reference group members mentioned that it would be an advantage if all meetings started with a discussion of possible conflicts of interests of all members. Members that are considered by themselves or by others in the group to be too close to an institution or project leader should not express their opinion on such projects. Even if conflict of interest has not been expressed as a major problem, it would still be beneficial if the general rules and procedures of conflict of interest concerning NCM projects in the Nordic countries are distributed to the reference group members.

Recommendation: Issues of potential conflict of interest should be raised at the NRG meetings.

7.2 Co-ordination and synergies

The programme has been successful in establishing links and cooperation with national and international institutions and organisations devoted to the same goals. The requirement of co-financing has been a challenge to many of the project leaders, but has given added value to the programme and secured its relevance in the local context.

Synergies with other international donor organisations have not been assessed by the evaluation team, but project leaders' own assessments are positive in the cases where there has been co-funding of projects. However, there appears to be a general drought in terms of available international funding to the sectors covered by the NAP programme in Russia, and the situation has deteriorated in the programme period. This means that

the NAP programme is considered even more indispensable by Russian policy-makers and project leaders.

The existence of other NCM programmes and funding has given some flexibility and room of manoeuvre to the NCM staff who have sometimes been able to finance projects that are considered worthy of support through other programmes. On the other hand, the existence of several programmes with overlapping aims and target groups within the NCM sometimes creates problems of delineation and lack of overview for those eligible for support.

Despite these challenges, the synergy and exchange of information and experiences with other programmes under the Nordic Council of Ministers, such as the programmes on combating the use of drugs and on gender equality, have functioned well. Several actors were more concerned with the recently introduced and relatively small, Action Plan on Social Wellbeing in Russia and the role of this programme in relation to the NAP, since children have been defined as a target group in this programme as well. A clear demarcation is needed.

Recommendation: A clear delineation of priorities is needed with the Nordic Action Plan on Social Wellbeing.

Shared reference groups in the adjacent areas countries can be useful when considered so by the NCM offices. However, in many cases imposing the merging of too many tasks into one may create more problems than are resolved. Besides, the focus of the programme is clearly wide enough to justify a separate programme. This is especially the case in Russia where the main bulk of future activities will take place. For the Baltic states, if the level of funding to the NAP programme is not increased, one could open up for a merging of the NAP programme and the programme on combating the use of drugs, since they closely related and given high priority by Baltic policy-makers.

Recommendation: If increased funding is not secured, the existence of the programme in the Baltic countries needs to be reconsidered, perhaps merging the programme with the programme on combating the use of drugs.

7.3 Dissemination

Mainly due to budgetary constraints, there has been too little attention devoted to dissemination of experiences and results from the programme. Both a vertical dissemination towards policy-makers and a horizontal dissemination among the sectors involved have been unsystematic and inadequate. The programme designers expected perhaps that the priorit-

zed policy-makers in the sectors involved would take responsibility for some of the task in the distribution of the learning that has taken place through the programme and individual projects. However, especially in Russia, policy formulation and implementation tend to be more centralised and there is no guarantee that new ideas and methods reach a wider audience. Some forces in Russia are struggling against reform or changing the habits of the past. Furthermore, there is no formalised contact at the policy-level between the different regions in Russia as discussed above, and this is another hindrance for dissemination of experiences from the activities.

Even though more organised dissemination activities bring in some extra costs, this aspect of the programme is crucial. Many individual project leaders have made a lot of effort to disseminate their projects, with impressive results. Such dissemination makes project leaders in the programme better able to push for change at the policy-level based on experiences in their projects.

Several results of the programme and individual projects are impressive, but the experience and knowledge obtained could have been distributed to a wider audience if there had been more systematic considerations given to documentation of good practices. Such documentation is helpful in itself, in that experiences are internalized into the coordinating institutions and contributes to better planning of future activities. Moreover, many of the projects have yielded benefits only at the local level, while the ideas and models introduced would have been relevant also in other regions and sometimes for other sectors.

Increased weight on dissemination would also increase the visibility of the programme and the Nordic efforts in Russia and the Baltic countries. We especially recommend organising seminars in the regions where the NCM operates information points. One could invite specialists from the other NW Russian regions where NCM is not represented, and thereby encourage cooperation across regions, which is underdeveloped in the Russian context. The seminars should be practice orientated, with exchange of ideas and presentations of new models and ways of operation as the main content. Some participation from the Baltic and the Nordic countries could be included to add novelty and increase the interest for the programme. There is a need for setting aside some funding for these purposes, but this would require some additional funding to the programme.

Similar seminars should be held in the Baltic countries if the level of funding allows for it.

Recommendation: Increased attention should be devoted to dissemination of experiences and results from the programme and individual projects.

Recommendation: Some more funding should be set aside for documentation of good practices in the projects and for presentation of results at specialist workshops, seminars and conferences nationally and internationally.

Recommendation: Practically orientated seminar/s should be held in Murmansk and/or Petrozavodsk for experts and policy-makers in the adjacent areas countries, organised by the NCM information points, with invited participants from NW-regions not represented by with a NCM office/information point, and with Baltic and Nordic invited speakers.

For visibility purposes we recommend that the programme makes a small brochure in English and Russian in a journalistic form with examples from projects supported, interviews with some key 'agents of change' and some practical information about the programme. This would give the programme a stronger identity.

Recommendation: A small programme brochure should be produced. In addition, we recommend a workshop with representatives from the EK-S *Nærområdegruppen* / new body replacing them, the cross-sectoral working group, the NCM staff and the NRGs to discuss what has been learnt from the programme, as well as the future priorities and directions. In this way policy-makers in Russia and the Baltic states would have a chance to express their views and needs, one would learn about policy-developments in the whole region, and there would be the chance to streamline the programme.

Recommendation: A workshop should be held for all key stakeholders in the programme.

There could also have been some more exchange of experiences between the programme staff, decision-making bodies and advisory bodies within the large and comple - organisation of the NAP programme.

Recommendation: Annual workshops should be held for the NCM office (including information points in Russia) staff where they have sufficient time for exchange of practices, experiences and national priorities, and where they are informed about Nordic policies and priorities.

7.4 Funding of programme, size of projects and geography

7.4.1 Funding levels and funding issues

The budget of the programme has at the most constituted around 3 per cent of the NCM budget for cooperation with the adjacent areas countries. This is a too small share, taking into account the goal of the neighbourhood policies to contribute to improvements in living conditions in the neighbourhood countries and the vast task if one wants to make a significant contribution towards this end. Moreover, in order to have access to the policy makers that take part in the NRGs and to be visible in the national setting, the funding of projects needs to be more substantial. The programme has, through the individual projects, made considerable impact for the relatively small amount of funding. However, only one quarter of the proposals have received funding from the programme, and many projects would have been able to yield greater and more sustainable results, had the funding been larger. In addition, there has been very little funding allocated to administration of the programme, while more institutionalised meetings and more dissemination activities at an aggregate level would have yielded a greater effect.

As regards the small projects, the recent decline in the budget is unfortunate. According to the NRGs there are many projects of a very high quality that under normal conditions are worthy of financial support but cannot be funded due to budgetary constraints, and the funders have been forced to reduce the size of funding to supported projects below a critical level.

The programme has successfully emphasised co-financing with other financing agencies and thereby increased synergies and supported national and Nordic priorities.

The stability of the programme and the funding with annual applications has been a challenge for project leaders and coordinators of large projects who have not been able to plan their activities for a longer planning horizon.

Recommendation: The programme should be secured a stable funding; and should be increased to at least five per cent, in comparison with the current 2-3 per cent of the overall funding of NCM activities in the adjacent areas.

Recommendation: Funding should be allocated for a longer period, and the long term projects should receive a letter of support for the whole

project period, but with the conditions that funding from the NCM centrally to the programme is obtained, and that annual reports are accepted.

Although only a small share (less than 10%) of the programme budget is spent on administrative costs, it should be stressed that the programme involves substantial costs of this type that are not included in the programme budget. Firstly, the salaries of the programme staff are not covered by the programme. Secondly, considerable resources are used for reviewing applications at various levels, contact with project leaders, information meetings, and so on. In addition, the NRG members contribute extensive time without any monetary compensation. The administrative costs have nevertheless been kept at a reasonable level within the overall budgetary framework.

Budgetary limitations have restricted the NCM office staff from making necessary travels, especially in Russia. In addition, there has not been funding for making a more representative reference group in Russia (see section 0). Useful dissemination activities both horizontally and vertically (see the above section), etc. have also not been prioritized due to lack of funding.

Recommendation: The programme should allow some more administrative costs in relation to an increased weight on the institutionalisation of the programme.

The fact that the programme has retained Nordic control with the funding of large projects, but decentralised decision-making to the NRGs and the NCM offices for the small projects, has given a good balance between decentralisation and control.

7.4.2 Size of projects

Several *advantages* of the small project profile of the programme have been observed by the evaluation team:

- The projects have stimulated local action and grassroots initiatives, both from the NGO and the local government sector.
- It has opened up for a greater geographical outreach, and covered both urban and rural areas.
- Obtaining the funding from NCM in many instances has released additional funding from local government, regional or national authorities.
- One can support a large number of initiatives with a relatively small amount of funding, and in this way reach out to a wider audience than one otherwise would have been able to.

- There has been a learning process where a number of actors have got training in designing projects and obtaining funding from national and international funding organisations.
- There is a possibility to try out new initiatives and ideas as a supplement to the traditional everyday work, thus stimulate an extra effort.
- The projects are relatively easy to carry out, the decision-making process is fast and one can have results quite quickly.
- There is less risk of fraud, and failure of a project has smaller consequences.
- The small project approach is in high demand and is as a rule more positively reviewed by the policy-makers in the recipient adjacent area countries than allocating the funding to larger projects.
- The NAP programme fills a gap, since there are few other funding agencies in the relevant sectors providing small-scale project support.

However, several *disadvantages* of a small project approach have also been observed:

- The sustainability of small projects can be questioned as there is little room in the project budget for documentation and other activities that contribute to long-term gains.
- Since the majority of projects do not obtain funding, one distracts considerable attention from everyday activities for project proposal writing, with a negative outcome for the majority of applicants.
- There is quite a lot of administration involved that is not registered in the programme budgets during all the phases of the project: information, reviewing applications, reporting, etc.
- The Nordic contribution in the projects is limited, since the budget for travelling for such involvement would consume a large share or the whole of the budget.
- While a cross-sectoral approach is given priority, the budget limitations make it costly to involve several partners, which sometimes reduces the quality of the project.

All in all the advantages of the small project approach outweigh its negative consequences. There is, however, a limit as to how small the projects can be to have a desirable effect, and some of the projects in the programme are too small. The discretion of the national decision-making bodies (NRGs and NCM offices) in defining the appropriate size of each project has been valuable, but there should have been a minimum financial limit to a project. Also, one should increase the maximum amount of funding to the small projects decided upon nationally, from 50,000 DKK at present to at least 75,000 DKK.

Recommendation: A minimum amount of project funding should be set, for example at 30,000 DKK;

Recommendation: The maximum amount of funding to small projects should be increased from 50,000 DKK to at least 75,000 DKK.

The large projects in the programme have made important contributions towards the objectives of the programme, and the impact is likely to be even greater in Russia where funding possibilities are more limited than in the Baltic countries at present. Compared to the small projects, the large ones have had a greater long-term effect and they have contributed to systemic changes in the approach to children and young adults at risk that were emphasised by the designers of the programme. Although most small projects have involved cross-sectoral cooperation as well, the large projects have been more capable of initiating *permanent* structures for collaboration across sectors.

Large projects have very rarely been initiated from the Russian side, due to a small number of applications that hold an acceptable quality. As a consequence, the large projects as a rule have a Nordic coordinator, which reduces the sense of a Russian ‘ownership’ over the projects. Such ownership seems to be crucial for bringing about the systemic changes at the policy-level that the programme would like to stimulate. The establishment of NRGs in the regions with a NRC information point, and courses in application writing and project implementation in the more peripheral Russian regions are likely to improve the situation in this respect.

More Russian ownership over long-term projects should not replace projects with a Nordic co-ordinator, however, as these have played an important role in pushing for systemic change, raising issues that are controversial or overlooked by Russian policy-makers and gained access to policy-makers which are all very important for the programme objectives. Such projects are not, however, likely to be sustainable unless the Russian partners push them forward, and in many cases it would be appropriate with a transfer of project leadership and coordination during the project implementation phase.

Recommendation: Russian ‘ownership’ over the large projects should be sought, but not replace projects with a Nordic coordinator.

Recommendation: Courses in application writing and project implementation for Russian NGO representatives and public organisations should be held in the NW-Russian regions outside of St. Petersburg.

7.5 Programme outcomes

7.5.1 Target groups and types of projects

The rather small amount of funding available makes the targeting of the programme to children and young adults *at risk* crucial. Interviews with various actors in the programme, however, have revealed that the interpretation of who should be considered at risk, varies somewhat, and this has had implications on the projects supported. The widest definition which was encountered by the evaluation team was that the general population of children and young adults per definition are potentially at risk, since it is unknown who will later become drug addicts, engaged in criminal behaviour etc. According to such a definition, all activities directed at improving the general situation of those in the young age groups should be eligible for support from the programme.

The evaluation team does not agree with such a wide definition, and believes in a narrower approach. Thus, the projects should be targeted at the most vulnerable groups which include the poorest segments of the population as well as children and young adults with special needs. To a large extent the projects in the programme have done so, but the survey, the programme catalogues and the visits to individual projects all show that quite a few projects have the general population of children and young adults as a target group.

One should, however, not go too far in the other direction either. When it comes to, for example, preventive measures, these could – and will often – take place in the general population if this is the best way to reach those that are the most vulnerable.

Recommendation: It should be stressed even further that the projects should be directed towards *risk groups* of children and young adults, and not the general population in these age groups who generally cannot be considered being at risk

The programme should increase the emphasis on the sustainability of the projects. Short-term relief measures such as children's camps, cultural festivals, and humanitarian aid should not be eligible for support.

Although projects involving municipal and regional authorities appear to have had a greater policy impact, development of civil society and the NGO sector is crucial for an achievement of the goal of the programme. Thus, the programme should continue to support projects of the NGO sector. More attention should be paid to the human resources of the NGOs when selecting projects, as discussed in the previous section.

Even though it is an advantage that NGO-coordinated projects are collaborating with the municipal, regional or national authorities, there

should be some scope for innovative projects that run independently of the government sector.

In order to ensure a better availability of human resources for the projects and to support the development of a stronger civil society, the NGOs should be allowed to have modest fees covered for work directly related to the implementation of the projects.

Recommendation: NGOs should be allowed to have modest fees covered for work directly related to the implementation of the projects.

Capacity building and transfer of competence should continue to be important elements, preferably in all projects supported by the programme.

Pure research projects should not be eligible in the NAP programme, which should continue to be action-orientated. However, it is important to engage the research and university sector in applied science, and the NCM should consider other mechanisms of supporting capacity building in applied welfare research in Russia as measures accompanying the overall goal of living conditions improvements. For example, the Nordic welfare research programme could cover the whole northern region, including the countries covered in the NAP programme.

7.5.2 *The cross-sectoral approach and distribution between the sectors*

The data collected for this evaluation have shown that the cross-sectoral approach of the programme is not only a ‘paper’ requirement but has been implemented in practice as well. Indeed, many informants have pointed to the positive effects of this requirement, stimulating cooperation between institutions that normally do not collaborate, and by making potential applicants *aware* of the needs for such cooperation. Several of the individual projects visited had cross-sectoral collaboration as a major *objective* and in most cases with a very good and in some cases an impressive result.

Reference groups, both in the Nordic and the adjacent area countries, have been established with specialists from several sectors, thus enhancing cooperation and discussion also at the policy-level. This was mentioned by several of the NRG members as very useful, and has stimulated interministerial and –departmental cooperation, which have only gained momentum during the past few years in the recipient countries.

Cases where the cross-sectoral requirement has been felt as a hindrance for developing appropriate projects have been few. Furthermore, there are few signs that the cross-sectoral requirement has encouraged programme behaviour whereby partners and activities are invented in order to please the application reviewers. On the contrary, there is strong evidence that cooperation that would otherwise not have taken place has been initiated through this programme. The fact that projects for children

and young adults almost per definition involve elements from several sectors and as such are multidimensional may have contributed to the success of the cross-sectoral approach.

The only negative remarks concerning the cross-sectoral requirements relates to the role of cultural projects in the programme. There has been a concern in BUK that cultural projects are used as a *means* for social inclusion and not as an *end goal* in itself. However, for a project with limited funding with the aim of improving living conditions of risk groups, this emphasis is justified. Moreover, the project leaders of projects visited with culture as the main element expressed the view that culture is a very significant part of the overall well-being of risk group and can be used effectively and systematically in improving their life situation. Thus, they did not see any conflict between culture as a tool and as an end goal.

Our data-gathering has shown that there, indeed, have been quite a few projects focusing on culture as its main element. According the study of all project titles and project teams, the evaluation team estimated that only 3% of the projects had culture as its main focus, but the survey based on *own* assessment from project leaders showed that 9% identified culture as the main sector involved in their project. Moreover, the fact that more than half the projects include cultural components, underlines the importance of culture in the programme. In our opinion, it would therefore be unfortunate if BUK ceases to support the programme due to an impression of a lack of cultural activities in the NAP programme.

The health sector appears to be the sector with fewest projects. This is also justifiable, since there have been several programmes in the region focusing on health; the Barents Health Programme, the Task Force on Communicable Disease Control in the Baltic Sea Region, the BRIM-HEALTH public health education project, and others, while fewer programmes have focused on social issues.

Recommendation: The programme should continue to support projects in the social, health, cultural and educational spheres, with a focus on the groups of children and young adults with the greatest risk of living conditions deprivations. Prevention measures could take place in the general population, but the most vulnerable groups should always be the main focus.

Recommendation: NCM Steering groups from the cultural, educational, health and social sectors should jointly support the programme, securing the cross-sectoral approach also at the NCM level.

7.6 The Nordic elements in the programme

The Nordic contributions to the programme have been significant, not only in terms of funding. Interviews with policy-makers and ministry officials in the Baltic countries and Russia revealed that *Nordic competence was considered to be more important than the actual monetary funding of projects*. Nordic experiences in introducing new models and ideas for collaboration between specialists, how to involve various sectors in dealing with the target groups, and giving an independent voice to the children and youth themselves, were the contributions most often mentioned by the specialists and the project leaders during our project visits, and confirmed by the survey.

The visits of individual projects showed that the projects with a Nordic project partner appeared to be more sustainable than the projects without such a partner. Furthermore, the projects with a Nordic partner received a better score on the question in the survey on the general contentment with the programme. On the other hand, the projects with a Nordic partner were more costly economically. Furthermore, several project leaders would have wished to have a Nordic partner but had not succeeded in finding one.

There is a trade-off between being able to support a large number of projects and to require a Nordic partner in the projects. The support of small projects without a Nordic partner has given many concrete results in the regions where the projects have taken place and the budget has not permitted increased costs in the projects.

The evaluation team is divided on this point, as some in the team feel that the experiences until now are so positive and that it would be too hard for many potential applicants to find an appropriate Nordic partner. The leader of the evaluation appreciates these objections, but still suggests that the programme is now ready for a change whereby all, or nearly all, future projects should have a Nordic partner (for possible exceptions, see below). The reviewers would then have to confirm that the contribution of the Nordic partner is realistic and relevant. This will, of course, reduce the number of projects eligible for support. On the other hand I believe it will increase the quality of the projects considerably. Moreover, it would raise the Nordic inputs – which are in high demand – further and enhance multilateral cooperation in the region. In addition it would lead to increased competence building for Nordic specialists and policy-makers on developments in the northern region of Europe.

Although *partnership* has been a goal in the programme until now as well, this element should be stressed even further. The partnerships built through the programme will later have the potential to develop into larger European networks.

Recommendation: The Nordic element the programme should be stressed also at the project level; all projects should include at least one Nordic co-operating partner.

To find an appropriate Nordic partner is a concern that was expressed by many of the project leaders of the programme. The NCM offices cannot, however, be expected to assist the applicants with partner search or facilitating cooperation between individual institutions under the programme unless they have capacity available for doing so. The NCM centrally should make a list of Nordic NGOs and other organisations in the four sectors involved in the programme that could be distributed at the NCM offices and be accessible on the Internet.

Recommendation: A list of Nordic NGOs and organisations involved in the four relevant sectors should be commissioned by NCM centrally and distributed through the NCM offices, and be accessible on the Internet.

For several projects in Russia, the possibility to involve also Baltic partners, sharing many of the same experiences in the recent past and similar challenges in the social sphere, as well as greater opportunities to communicate linguistically, has been a major benefit. A Baltic partner could therefore count equally as a Nordic partner in the Russian projects. Similarly, in order to increase cooperation between Russian regions, we also suggest that cross-regional cooperation including competence transfer within Russia could replace the Nordic partner in the project.

Recommendation: In Russia, involving a Baltic partner or a partner from another Russian region could be accepted as a replacement of a Nordic partner in the project.

7.7 Conclusions

According to the staff of the NCM offices the NAP programme has been among the most successful actions of the Nordic Council of Ministers in the adjacent areas countries. The evaluation team has found no grounds to distrust this statement, and we strongly recommend that the programme should continue in the future. We take into account that it has been decided that the programme will no longer support large projects in the Baltic countries. Even though the balance of large and small projects is an advantage, the small project programme in the Baltic countries is still very much in demand, has a high standing with the authorities, and should be prolonged for another time period.

The programme is even more necessary in Russia, where support for activities in the relevant sectors is acute and where there is still a need for

influencing policies and practices as to how to deal with children and young adults at risk. By focusing on change actors and long-term capacity development the programme can spur improvements - perhaps small in the context of the enormous country, but significant for the regions involved.

Recommendation: The NAP programme should continue along the main lines of operation as it has done in the five-year period of its existence.

This means that the programme has succeeded in and should (continue to):

- Focus on *risk groups* of children and young adults;
- Retain its current cross-sectoral approach, supporting projects within the social, health, educational and cultural sectors and in the intersections between them;
- Include the adjacent area policy makers in decision-making and influencing on of priorities, but retain Nordic control over the funding of large projects and main directions of the programme;
- Support projects where the capacity building and competence transfer components are prominent features;
- Give priority to projects that are anchored with local, regional and national authorities;
- Secure links to the policy level both in the Nordic and the adjacent area countries;
- Retain its balance between small and large projects;
- Preserve the impression of a flexible, unbureaucratic and accessible programme administration;
- Support structural reforms by selecting project coordinators that can act as committed agents of change;
- Stimulate an interest in Nordic approaches and models in work with children and young adults at risk

Our *recommendations* about *changes* in the programme can be grouped into four areas that are all interconnected:

1) The programme should be more *institutionalised*, with more formalised contact and communication between the decision-making and advisory bodies, the creation of smaller local reference groups in the Russian regions, and a clearer role of the national reference groups in the design of the programme;

2) The programme should be used more systematically to build *partnerships* in the northern region, through increased weight on Nordic participation in projects, encouraging Russian-Baltic collaboration, and through more cross-regional collaboration in Russia;

3) Increased effort should be put on aspects of sustainability through more focus on the *human resources* in projects, and the programme should assist in building capacity by offering courses on project design, how to apply for funding, and project implementation, as well as allowing modest fees to NGO staff covered for work directly related to the implementation of the projects;

4) More systematic emphasis should be put on the vertical and horizontal *dissemination* of results and experiences from the projects as well as the whole programme to stimulate learning processes at the level of policy making and among specialists.

In order to make these necessary improvements possible, we recommend that the programme receives a greater share of the total NCM *funding* allocated to activities in the adjacent areas countries, from the current 2-3 to at least 5 per cent.

If funding to the programme is not secured and increased, Russia should be favoured in the continuation of the programme, while the programme in the Baltic countries would need to be reconsidered. The most reasonable outcome would then be to merge the NAP programme in the Baltic states with the NCM programme on combating the use of drugs, and thus focus on the burning issue of drug abuse among children and young adults.

Appendix 1: Mandate of the evaluation

11.11.04

MANDAT FOR EVALUERING AV HANDLINGSPLAN FOR BARN OG UNGE I NORDENS NÆROMRÅDER

1. Nordisk Ministerråd og Nordisk Råd skal evaluere "Handlingsplan for barn og unge i Nordens nærområder" samt tilhørende årlige aksjonsplaner 1999 – 2004.

2. Oppdragsgiver er
Nordisk Ministerråd
Store Strandstræde 18
1255 København K
Danmark

Kontaktpersoner er:

Rådgiver Nils-Petter Karlsson
Tlf. +45 33 96 02 93
nk@norden.org

Konsulent Dorte Bindslev
Tlf.: +45 33 92 92 44
dpdrj@sm.dk

3. Relevante bakgrunnsdokumenter:

- "Survey and Action Plan – Children and Young Adults in the Adjacent Areas" av 1. september 1998;
- årlige aksjonsplaner 1999 – 2004
- "Small but smart?" – assessment of the Nordic Council of Ministers' policies for the adjacent areas av 8. mai 2004

Dokumentene vedlegges.

4. Tilbud skal utformes på et skandinavisk språk, og leveres Nordisk Ministerråds sekretariat (NMRS) **innen 10. desember 2004** i 8 eksemplarer. Rapporten skal utformes på engelsk. Det skal oppgis hvilken metode tilbyder ønsker å bruke for gjennomføring av oppdraget. Ved vurdering av tilbudene vil pris bli sett i forhold til den måte oppdraget beskrives utført samt kvalifikasjonene til de personer som skal utføre det. Det kreves kunnskap om Nordisk Ministerråds virksomhet og organisasjon, samt relevant kunnskap om forholdene i de baltiske land og Nordvest-Russland. Dette skal dokumenteres i tilbudet, sammen med opplysning om lignende oppgaver. Det forutsettes at de personer som foreslås å utføre evalueringen ikke skal ha hatt befatning med prosjekter som er støttet av handlingsplanens midler.

Nordisk Ministerråd vil se etter det tilbud som i en totalvurdering av pris og gjennomføring vurderes som mest fordelaktig, men forplikter seg ikke til å akseptere noen av tilbudene.

5. Evalueringen skal vurdere om programmet, med hensyn til de endringer som er skjedd både internt og eksternt i perioden
 - 5.1. har oppnådd de mål som ble uttrykt opprinnelig
 - 5.2. har brukt ressurser i forhold til forutsetningene
 - 5.3. har fungert effektivt med tanke på ressursbruk og måloppnåelse
 - 5.4. har fungert tverrsektorielt
 - 5.5. har fungert fleksibelt
 - 5.6. har utarbeidet relevante og fungerende rutiner
 - 5.7. har oppnådd lokal forankring i de baltiske land og Nordvest-Russland.
6. På bakgrunn av dette skal evalueringsrapporten foreslå endringer som ansees nødvendige for å bedre måloppnåelsen. Forslagene skal være fremadrettede, konsentrere seg om Nordvest-Russland, og omfatte alle relevante nivåer i forhold til oppgaven.
7. Det forutsettes at evalueringen utføres ved hjelp av kontakter både i de baltiske land, Nordvest-Russland og Norden. I tillegg til de ovenfor nevnte kontaktpersoner, vil handlingsplanens kontaktpersoner ved Nordisk Ministerråds kontorer i de baltiske land og Russland være tilgjengelige.
8. Evaluering av prosjektvirksomheten skal omfatte utvalgte store og små prosjekter i både de baltiske land og Nordvest-Russland, og skal omfatte maksimum 10 store og 15 små prosjekter. Hovedvekten skal ligge på prosjekter i Nordvest-Russland. Prosjektene utvelges av evaluator. Grunnlag for evaluering forutsettes å være tilgjengelig skriftlig materiale om prosjektene.
9. Evalueringen utføres av ekstern konsulent. NMRS inngår kontrakt om evalueringsoppdraget i samråd med formannskapet.
10. Evalueringen har en total kostnadsramme på DKK 250.000, og finansieres av handlingsplanens budsjett for 2004, EK-S Næringsdegruppen, kultursektoren, undervisningssektoren og Nordisk Råds Velferdsutvalg.
11. Evalueringen startes opp snarest, og skal være ferdig innen utgangen av april 2005. Representanter for landene, sektorene, de nordiske informasjonskontor i nærområdene, de nasjonale referansegrupper og NMRS/NRS forutsettes å delta i prosessen. Evalueringsrapporten leveres i 20 eksemplarer til Nordisk Ministerråds sekretariat ved fristens utløp.

Appendix 2: Assessment of individual projects

Written by Elena Dybtsyna, Zane Loza and Aadne Aasland

„DO IT YOURSELF”

THE PROJECT	
RESPONSIBLE ORGANIZATION (incl location)	Didzisalis Children Home
PROJECT LEADER:	Elena Sekoniene
INTERNATIONAL PROJECT PARTNERS	Grimshøj motor bike club in Denmark
PROJECT LOCATION (town, region, country):	Didzisalis, Ignalina municip., Lithuania
PROJECT TYPE (NGO, local authority, other):	LA (regional)
MAIN SECTOR OF ACTIVITY:	Social
ADDITIONAL SECTORS:	Educational, health
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	23 087
NCM's FINANCING IN DKK:	6 667
NCM's SHARE IN THE TOTAL (per cent):	29%
SHARE OF OTHER PARTNERS	5%
SHARE OWN FINANCING	66%
SHARE RECEIVED (% of amount applied for)	100%

The goals of the project are: a) to engage risk children (mostly boys) in attractive technical and sports activities, such as (motor)bike reparation and learning to ride a (motor)bike; b) organize psychological help, group work, individual consultations and health education for risk children; c) by inviting participation of children from „normal” families, integrate the risk children into society.

There are three main outcomes: a) prevention from engagement in alternative activities such as drugs, toxic substances and alcohol; b) raise of children's self-appreciation and the feeling of being needed; c) provision of a „wider world view” and the resulting interest to study and work, getting out of the „vicious circle”.

The main challenge of the project has been lack of locally available human resources to implement the needed activities – a fact that is related to Didzisalis location (economically problematic area in a remote location close to Byelorussian border). For example, the closest psychologist needs to travel from Ignalina 40 km away, which both limits her availability and increases the costs.

The project is well-integrated into the local community: there is cooperation with local police and local border control officers who provide input into the project (teaching of technical skills, issue of diplomas, etc.); a team of people from local authority work on preventive activities.

The local authority is not able to provide any finance. Cooperation with the local school, however, could have been better.

The project does employ cross-sectoral cooperation approach, focusing on improvement of children's social, educational and preventive health skills. The activities are targeted to those children/ young adults who reside in Didzialis Children Home as well as those who are „on the border” – residing in problematic families. Benefiting from the project's activities are also the rest of the children who visit the centre – participation of the latter is encouraged as they provide the link between „normal” and „risk” families.

Participation in the Nordic Council of Minister's project competition has helped Didzialis Children Home to secure a certain material-technical base (equipment and tools) as well as project experience and a wider network, which all together suggest that the project has a potential to be sustainable in future. Such is also the motivation of the project's staff.

The idea to attract the risk children and teenagers by (motor)bike-related activities is originating from a Nordic project partner – Grimshøj motor cross club in Denmark. The head of this club who met Didzialis Children Home through un-related business appointments in Lithuania, presented the organization with a bus. He promised to keep cooperation and donate used motorbikes. Unfortunately the contact with this person and Grimshøj motocross club is lost. Other international experience of Didzialis Children Home is visits from German social workers and support from „Malta order”. However, these are not directly related to the project in question.

As already mentioned, lack of human resources is a real problem. This applies more to professional resources – people with good education never return or come to live in Didzialis.

Didzialis Children Home puts considerable emphasis on dissemination of their experience: There have been visitors from Sauliai and from Germany; participation in conferences. The particular project has been on local TV, in local press and local radio. Second-hand bikes that are intensively used in the project were also acquired through information in the media.

Overall assessment: Didzialis Children Home and the project „Do it yourself” is operating in a very difficult context – Didzialis local municipality is one of a number of small town and rural municipalities that previously (in Soviet times) survived on industrial activity. After Lithuanian independence and economic transformations, Didzialis municipality remained without a stable income. In addition to a negative population growth and loss of welfare, Didzialis municipality has „received” risk families from more prosperous towns of the country. As a result, the social situation in the municipality is close to critical. The conclusion, therefore, is that the project and Didzialis Children Home in general are of

great local importance with significant potential improvements in children's future welfare.

YOUR ROAD

THE PROJECT	
RESPONSIBLE ORGANIZATION (incl location)	Ignalina district Youth Centre
PROJECT LEADER:	Edmundas Kilkus
INTERNATIONAL PROJECT PARTNERS	NGO IOGT-TNO Movement, Sweden and a branch in Poland; „Nojus arch”, Sweden; „Convectus”, Sweden; Adelfors school, Sweden
PROJECT LOCATION (town, region, country):	Ignalina, Ignalina district, Lithuania
PROJECT TYPE (NGO, local authority, other):	NGO
MAIN SECTOR OF ACTIVITY:	Social
ADDITIONAL SECTORS:	Education, Health
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	585 288
NCM's FINANCING IN DKK:	8 621
NCM's SHARE IN THE TOTAL (per cent):	1,5%
SHARE OF OTHER PARTNERS	98,5%
SHARE OWN FINANCING	0%
SHARE RECEIVED (% of amount applied for)	78%

The project was a continuation of the program „The establishment of the Consultative Centre for children and young people involved in social and health risk groups”. The goals of the project were a) provision of individual consultations to risk groups; b) public education about social and health issues, including to parents and teachers; c) provision of social assistance; d) competence building – training of the youth volunteers; e) integration of young people from the risk groups into the society – organization of common activities; f) strengthening of the local and international cooperation network and exchange of experience.

As regards the outcomes, in line with many of the individual projects assessed within the NAP programme evaluation, outcomes can only be described in terms of completed activities, not in terms of their impact, as the projects typically establish no measurement indicators. The activities completed during the project in question were: a) provision of individual consultations; b) provision of social work to socially disadvantaged young people; c) integration of young people from the risk groups into the society – organization of a summer camp and after-school leisure time activities; d) organization of public seminars and group discussions about AIDS, drugs, sexual education, violence and aggressive behaviour; e) participation of volunteers in international competence building seminars in Poland and Ignalina; f) together with local and international partners, organization of common seminars and workshops, thereby strengthening experience exchange and communication possibilities; g) cooperation with local authority, whereby the authority outsourced social work task to Ignalina Youth Centre.

The applicant did not indicate any particular main obstacle and challenge directly related to the project in question. A general remark about

Ignalina Youth Centre projects is the unstable volunteer base (young people leave Ignalina after finishing the high-school and do not come back) and insufficient finance to afford long-term paid professional services.

Ignalina Youth Centre pays a lot of attention to establishing working cooperation links with the local authority. This was a special focus point also in this project, which should be described as having a good progress – the local authority outsourced its social work obligations to the centre and contributed with a number of relevant suggestions for the project's activities.

The project has a cross-sectoral perspective – the provided education simultaneously serves the social and health functions. The project has two-level target groups. On the primary level, it is concerned with young people from social and health risk groups. The secondary target level is people around the primary group – parents, other young people, and teachers.

Activities of „Ignalina district Youth Centre” are dependent on financial possibilities of the local authority and participation in external projects. The services and training that were provided during the project „Your Road” were socially beneficial. However, without a continuous financial base, they cannot be sustained by themselves in future.

„Ignalina district Youth Centre” pays a lot of attention to establishing links with Nordic partners. During the project in question, the Nordic dimension was represented by four organizations that all took active part in the project (reading lectures, exchanging volunteers).

Lack of human resources is the problem that „Ignalina district Youth Centre” faces in many of its projects – many of the volunteers that are trained, leave the district, partly also because there are no possibilities for paid employment at the centre.

Dissemination of results and methods: the project results were presented at the regional forum in Salakas (Zarasai district) and an international conference „Youth in the community”.

The overall impression is that „Ignalina district Youth Centre” is a very good network-builder on both local and international levels, which enables the organization to provide activities that otherwise would not be possible (lectures on topical issues, participation in international seminars, finance to engage in social work in the community). The problems/issues that it tries to solve/ raise are of great public importance. However – given the geographic location of Ignalina district (a remote place without vast employment possibilities) – the centre should need at least one additional paid working place to ensure professionalism and sustainability.

**ESTABLISHMENT OF CHILDREN, YOUTH AND PARENTS EDUCATION CENTRE IN
IGNALINA**

THE PROJECT	
RESPONSIBLE ORGANIZATION (incl location)	Ignalina district Youth Centre
PROJECT LEADER:	Astra Daugeliene
INTERNATIONAL PROJECT PARTNERS	NGO IOGT-TNO Movement, Sweden Vallentuna Foretagar Centrum, Sweden
PROJECT LOCATION (town, region, country):	Ignalina, Ignalina district, Lithuania
PROJECT TYPE (NGO, local authority, other):	NGO
MAIN SECTOR OF ACTIVITY:	Education
ADDITIONAL SECTORS:	Social, Health
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	70 444
NCM's FINANCING IN DKK:	13 333
NCM's SHARE IN THE TOTAL (per cent):	19%
SHARE OF OTHER PARTNERS	53%
SHARE OWN FINANCING	29%
SHARE RECEIVED (% of amount applied for)	75%

The main goal of the project is conveyed by its title: to establish a Children, Youth and Parents Education Centre in Ignalina district. To reach the goal, it was planned to: a) use the already existing knowledge in areas of health (HIV and AIDS), human rights and other issues, which was gained in previously realized projects, to educate pedagogical personnel in schools, parents/ foster parents and the youth and children themselves; b) as a result, create a professional human resource base, some of whom should be employed in the centre; c) gain further knowledge about children's and youth violence.

During the project, the following outcomes were reached: a) educative activities for pedagogical personnel, parents, foster parents and other groups were performed; b) activities (such as a seminar about social sexuality, summer academy) focused on preventive work with children and youth from socially vulnerable families were organized; c) participation in an international conference in Poland about violence and publishing of conference material in Lithuanian language.

The project was an ambitious one – to establish a fully functional centre. The main obstacles and challenges are related to inability to reach that goal. The applicant did not manage to secure stable finance for regular human resources; furthermore there was insufficient number of particular types of professionals (for example, psychologists) in Ignalina district.

The local authority is providing continuous financial support to „Ignalina District Youth Centre's” activities. There is a mutual understanding between municipal specialists and the organization about priorities in work with children and youth from risk families. The centre shares its knowledge (example mentioned during the interview: work with parents) with the municipality.

The project realized outcomes in social, educational and health spheres and can therefore be described as cross-sectoral. The activities of the project were targeted at a) children and youth from risk families (preventive work); b) current and future volunteers/ supporters (educational activities for pedagogical staff, social workers, parents, youth, other).

As mentioned, the project did not fully realize its original goal to establish a solid centre. By definition, therefore, the project is not sustainable. However, because a) the project has created a large base of informed volunteers; b) the project leaders are well informed about project competitions (including EU funds) and are actively applying to them; c) the organization has local support; d) the organization plans to provide activities for pay (summer camps for children from „normal” families) – it is likely that activities of the applicant organization as such, will be continued.

„Ignalina district Youth Centre” has a long history of working with Nordic partners: they participated in a pan-Baltic project financed by the Danish government and with a Danish partner (2000 – 2001; focus on consultations for risk children); NCM’s project „Your Road” with a Swedish partner (2003; focus on consultations to risk children and consultations in schools, exchange of experience); participation in SIDA projects. One can, therefore, say that most of the skills and experience that the centre has, is related to activities with Nordic partners. The Swedish „NGO IOGT-TNO Movement” that was a partner in the project under question, has been the organization’s partner also in the previous NCM’s project in 2003. With respect to cooperation with NCM’s local office, it has been smooth and has provided new ideas in the process. An interesting fact mentioned during the interview was that the name and presence of a Nordic partner in the project, inclusive of NCM, plays a positive role when applying for funds from the municipality: „the name is more important than the finance provided by the Nordic partner”.

Lack of human resources is the most acute problem of the project that holds back establishment of a regular education centre. The problem is both financial and professional – the need to pay employees of the centre as well as a lack of certain professional skills in Ignalina district (psychologist). It is in addition noted that: „many of the experienced volunteers (of „Ignalina district Youth Centre”) leave Ignalina for studies at universities and have limited possibilities to continue to work for the organisation¹³”.

Dissemination of results and methods: the applicant has been active to involve more people as volunteers in the network and share the knowledge that it has through seminars, lectures and training courses, attended also by representatives from other districts. The applicant is keeping a good working relationship with local and regional authorities. However,

¹³ „Co-operation Analysis Ignalina Region Youth Centre”, assessor Jurate Tamosaityte, 2004

this cannot be directly said about the particular project since the main goal of it was not reached.

As an organization, „Ignalina district Youth Centre” provides socially needed activities such as thematic leisure camps for risk and other children other; implementation of preventive work and provision of consultations to problematic families. Before starting the project „Establishment of Children, Youth and Parents Education Centre in Ignalina district”, however, the organization had only 1 full-time member and 2 part-time members, and was financially unstable. The overall impression, therefore, is that despite several positive achievements, the project was too ambitious for the organizational capacity from the beginning on.

„STORY ABOUT ME” – A WORKING BOOK

THE PROJECT	
RESPONSIBLE ORGANIZATION (incl location)	Children's Palliative Care Association
PROJECT LEADER:	Aina Briede
INTERNATIONAL PROJECT PARTNERS	none
PROJECT LOCATION (town, region, country):	Riga, Latvia
PROJECT TYPE (NGO, local authority, other):	NGO
MAIN SECTOR OF ACTIVITY:	Health
ADDITIONAL SECTORS:	Social, education
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	42 004
NCM's FINANCING IN DKK:	33 603
NCM's SHARE IN THE TOTAL (per cent):	80%
SHARE OF OTHER PARTNERS	0%
SHARE OWN FINANCING	20%
SHARE RECEIVED (% of amount applied for)	100%

The goal of the project was to develop and print a working book „Story about me” to be used as a holistic and professional support for those children and their parents, who have serious, often incurable, illnesses and are in stationary care at a hospital.

The main outcomes is a) colour-printed working books in three different versions for children in different age groups (up to teenagers); b) raised understanding about illnesses and related processes for children and their parents – support to reach positive therapeutical results; c) additional information to the medical personnel about the feelings and concerns of the child (the book encourages the child to express his/her feelings either talking or drawing) – support to reach positive therapeutical results.

There were no unexpected obstacles or difficult challenges. The only difficulties mentioned relate to the available financial resources – the salaries paid to developers of the book were very low; better technical solutions could have been chosen.

There was no cooperation with municipality in this particular project – the project was small and very down-to-earth. However, the Children's Palliative Care Association does cooperate with Riga city municipality

with respect to other projects that promote palliative care in Latvia (co-finance in EQUAL application).

Palliative care is by nature cross-sectoral with elements from social and health sectors. Influence of the two is evident also in the book as it speaks both about social and medical processes.

Target groups of the project are a) children at the hospitals; b) their parents. Indirectly, target groups are also medical personnel and social workers, as the book provides them with useful information about condition of the child.

The project can be seen as clearly sustainable – the book has been developed, is providing good results and can be re-printed. There is an interest to learn more about palliative care and work with the book on the regional level (family doctors and social workers). There is also a need to translate the book into Russian for use with the Russian-speaking children and their parents.

Nordic experience has shaped the project's „spiritual” part – hospitals (in Norway) have developed and are implementing a well-functioning spiritual care for serious cases. A Norwegian organization „Youth with a Mission” is mentioned in this respect. There were no direct Nordic partners in the project. In Norway, palliative care is implemented more with adult patients, not children. There are, therefore, possibilities for mutually beneficial exchange in future.

As mentioned above, more resources to finance the developing team's input could have been used – for the artist, the computer specialist, the printing house. No lack of human resources with respect to the particular project was mentioned.

The book „Story about me” attracted a lot of press interest as it related to a very new and unknown field in Latvia – palliative care. There was also a conference. Otherwise information to professional staff in regional hospitals is disseminated through on-the job discussions.

The book is unique not only in the Latvian and the Baltic context, but also in Scandinavia, East-Europe and the rest of the world. According to information by the project implementing team, other books that are available to children in hospitals around the world are either too medical and technical, or un-related to the serious health situation in question. The overall impression is that a small project like the one just described might have large positive results in terms of the child's wellbeing at present and in the future.

LATVIAN EXPERIMENTAL PROGRAM FOR JUVENILES UNDER PRE-TRIAL DETENTION

THE PROJECT	
PROJECT TYPE (NGO, local authority, other):	state
MAIN SECTOR OF ACTIVITY:	educational
ADDITIONAL SECTORS:	social, cultural
RESPONSIBLE ORGANIZATION (incl location)	Latvian Prison Administration, Latvia
PROJECT LEADER:	Mr. Persejs Gederts, Ms. Irina Isajeva
INTERNATIONAL PROJECT PARTNERS	Danish Helsinki Committee, Danish Prison Administration
PROJECT LOCATION (town, region, country):	Rīga, Daugavpils, Liepāja, Ilūciems, Cēsis
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	1 921 000 (total for three applications)
NCM's FINANCING IN DKK:	1 183 000
NCM's SHARE IN THE TOTAL (per cent):	62%
SHARE OF OTHER PARTNERS	0%
SHARE OWN FINANCING	38%
SHARE RECEIVED (% of amount applied for)	73%

The main goal of the project is improvement of the physical and educational conditions of juveniles in pre-trial detention by involving them in activities that stimulate their personal development and create interest to study and learn a profession, thereby becoming a functioning member of society.

The main outcomes of the project are a) refurbished and IT-equipped prison facilities; b) teaching material is available (books, software, etc); c) education (geography, languages, IT, ecology, etc) to the juveniles is provided by professional staff; d) special methodology for teaching under prison conditions has been developed; e) enthusiasm by the juveniles and decreased number of disciplinary offences has been observed; f) awareness of the issue was raised that has firstly led to introduction of a new law providing for education for juveniles at pre-trial detention and, secondly, to a law requiring a much shorter court process (from up to 3 years to a maximum of 8 months).

The main challenge of the project is found in its novelty in the Latvian (and post-Socialist in general) context: every new system and every new approach that was introduced contrasted sharply with the negligent attitude and inhuman conditions of the prisons to date. The project leaders have felt the lack of a supportive party to discuss the possible alternative solutions: „what we missed was to go to Copenhagen and simply talk”. There have been no major problems with the project.

The project is carried out on the state (not local authority) level. Cooperation with the state has been motivating – positive feedback and support to the project was announced by the president of the country (Mrs. Vaira Vīķe-Freiberga) and by Ministry of Justice and Ministry of Education, leading to wide press coverage and introduction of the above-mentioned two legislative changes. Further cooperation agreements are, however, unstable due to frequent changes on the political scene. There

is active cooperation on the level of prison administrations in Latvia and other Baltic countries.

The focus of the project exhibits cross-sectoral characteristics: by providing education, a simultaneous process is better understanding of acceptable social norms. In addition, the content of the education touches cultural questions (languages and history, for example).

The project is directly targeted at young adults at risk (juveniles from the age of 14 in prisons). In addition to young adults, the project covers persons in pre-trial detention in general (these are all persons at risk).

Due to introduction of the law about education in prisons and the related principle of „education follows the child”, the project is sustainable from the legal point of view. However, this does not automatically imply sustainability in real terms – the money for education should come from municipalities (Latvian *ta* - system) that are often short of resources. Furthermore, finances are needed for sustainability and further improvement of the technical base (premises and teaching equipment) – an issue that is suffering from frequent changes at the policy-making level. Despite these facts, the project team is optimistic and believes in future sustainability – the prison management and the officials are very positive about the project. The project team is already running a parallel project in cooperation with the Netherlands (MATRA EU programme) and is planning to apply for finance from the EEA/Norwegian financial instrument.

Latvian Prison Administration has a long-lasting cooperation (from 1994) to Denmark (Danish Helsinki Committee, Danish Prison Administration) and Norway. These Nordic partners were most influential during the project's initiation phase (raising awareness: Helsinki Committee). They are also the major source for the project's content: staff training, preventive activities, and legislation.

The project team pays quite an attention to dissemination of the acquired methods and results – as mentioned, there is active cooperation with prison administrations in other Latvian towns and in other Baltic countries; seminars are organized to discuss the results with the politicians.

The overall impression of „Latvian experimental program for juveniles under pre-trial detention” is that the project has started work on a significant but previously unattended field. The funding provided by NCM has been important to start the processes and provide the basic technical and human base. The project has provided knowledge and given ideas to new necessary developments in a number of spheres: legal (already implemented legislative changes), educational (an idea about training school for prison staff), and organizational (a newly opened prevention service to decrease the number of prisoners). As a conclusion, therefore, one can say that the project has been a successful pilot case and that it is important that the results continue to be disseminated on all levels.

RECREATION AND ADVENTURE SUMMER CAMP „GARZEKI”

THE PROJECT	
RESPONSIBLE ORGANIZATION (incl location)	Social department of Latgale district, Riga City Council
PROJECT LEADER:	Arnis Berzins
INTERNATIONAL PROJECT PARTNERS	none
PROJECT LOCATION (town, region, country):	Vecbebi, Aizkraukle region, Latvia
PROJECT TYPE (NGO, local authority, other):	LA
MAIN SECTOR OF ACTIVITY:	Social
ADDITIONAL SECTORS:	Health, education, culture
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	19 395
NCM's FINANCING IN DKK:	5 282
NCM's SHARE IN THE TOTAL (per cent):	27%
SHARE OF OTHER PARTNERS	30%
SHARE OWN FINANCING	43%
SHARE RECEIVED (% of amount applied for)	31%

The goals of the project were to a) integrate children from social risk families into a new environment; b) improve children's communication skills; c) develop understanding about social processes, norms and values; d) find useful applications for the children's free time.

The summer camp produced the following outcomes: a) experience and knowledge of the children in the fields of nature, art and culture, sports games; b) experience of having a good time with each other; c) resulting enthusiasm to engage in similar activities in future.

No major obstacles or challenges with the particular project were mentioned.

Cooperation with local authorities in this project was natural as the applicant is itself a structure of the city council (Day Centre of Latgale district Social department, Social department of Riga City Council). Cooperate not only along the „direct line” (Social department), but also with Youth, Education and Sports department.

The activities carried out during the project display cross-sectoral characteristics – by playing games (sports and health), children from social risk families learn to act as a team (social); by engaging in performing arts (culture), and they simultaneously receive background information (education).

The project had only one direct target group: children from social risk families. The indirect target group were camp leaders who enjoyed the summer camp and got new ideas for future.

The project is not automatically sustainable new similar activities would have to be financed and organized again following more or less the same processes. However, usefulness of such camps was confirmed and certain experience was obtained, which could make future projects easier to approve and (even) better in quality.

No Nordic partners, or other partners, were involved. The applicants have no cooperation with Nordic countries on any level. There is coope-

ration with similar Day Centres for Children in other Baltic countries (Latvia and Estonia) in form of joint activities.

The project used internal human resources – i.e., employees of Social department, Riga City Council. A note was made to the fact that lack of further human resources limits the number of participants and duration of the summer camp.

The results of the project were disseminated during a conference at the Ministry of Welfare. There was no media coverage – there was no interest from media itself, which implied that all publishing would have had to be done for a fee. However, as the applicant has cooperation with similar organizations in Lithuania and Estonia, experience from the project reaches these partners through personal communication.

The overall conclusion is that by granting a relatively small amount of money (DKK 5 282), the Nordic Council of Ministers (NCM) enabled a project that would otherwise not have happened. Even if the project received only 31% of the original proposal to NCM, it was sufficient to cross the borderline between be or not to be. The project has motivated the applicant to submit further proposals for future summer camps and expand these to include partners from Lithuania and Estonia.

A FAMILY FOR EVERY CHILD

THE PROJECT	
RESPONSIBLE ORGANIZATION (incl location)	Lithuanian Catholic Women's Union
PROJECT LEADER:	Grazina Paliokiene
INTERNATIONAL PROJECT PARTNERS	Finland
PROJECT LOCATION (town, region, country):	Vilnius, Lithuania
PROJECT TYPE (NGO, local authority, other):	NGO
MAIN SECTOR OF ACTIVITY:	Social
ADDITIONAL SECTORS:	Educational, health
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	156 250
NCM's FINANCING IN DKK:	125 000
NCM's SHARE IN THE TOTAL (per cent):	80%
SHARE OF OTHER PARTNERS	5%
SHARE OWN FINANCING	15%
SHARE RECEIVED (% of amount applied for)	63%

The project has the following goals: a) to establish the practice of professional foster families in Lithuania according to a Nordic model; b) to protect the rights of children who are brought up in problematic families and to guarantee their normal development conditions; c) to reduce the number of orphans and delinquent children in Lithuania; d) to decrease the number of the Soviet style childcare institutions that fail to provide favourable development conditions.

Main outcomes of the project are: a) comprehensive training programme for foster families and guardians; b) changes in the legislative system leading to state finance of the respective training; c) increased

motivation among the society to become a foster family or a guardian; d) a foster family club (created on initiative from the families).

This ambitious project was inviting the state and the society in general to change their philosophy and approach to children without parental care, implying changes in the organization and finance of the system. The encountered problems and challenges, therefore, were unavoidable and ranged from insufficient political support to societal stereotypes, to lack of resources to implement the programme (a special note is made to much-needed legal consultations for foster families that are currently provided on voluntary bases). At the moment of the interview, the finance from the NCM's project had ended whereas the promised state support had not yet arrived, leading to un-paid activity: „at the moment, we are just continuing this project in a voluntary fashion”.

The project was run in close cooperation with local authorities – the trainings are organized together with the municipalities where the foster family/ guardian reside. The project has changed the initial official opinion that such a programme is not needed, and the authorities (both local and the state) now show large interest in it.

Having a child's welfare as its focus, the project was highly cross-sectoral – efficient functioning of a foster family system requires coherent functioning across social, legal, financial and political sectors.

The project had four target groups: a) children; b) foster families/ guardians; c) child's natural family; d) social workers (benefiting from training seminars provided within the project).

Sustainability of the project is to a great extent dependent on political sustainability to support the foster family philosophy and finance the system. As already mentioned, one of the most important outcomes of the project is a decision by the state to finance training for the foster families in the future. In an opposite situation sustainability of the particular project – the foster family part - would be significantly decreased.

The members of „Lithuanian Catholic Women's Union” have cooperated with Nordic countries since 1996. The Nordic partners have been decisive in promoting the foster family concept and sharing relevant theoretical and practical experience. The organization's Finnish partners (Social and Health Department of city of Joensuu; city of Joensuu) have had large influence on drafting and developing the training programme, which was the main object of this project.

During implementation of the project there was a strongly felt lack of human resources in the legal field, illustrated by a quote from the legal adviser herself: „I feel that I will soon not be able to continue this way because I am putting aside my own job and family”.

To disseminate the results, the project produced information brochure and conference material. The first one is widely distributed (in public places such as churches). There is an emotional photograph (a child) to

create the right image for the project. Other means are interview on radio. There has been insufficient interest from TV.

Overall assessment: Work of „Lithuanian Catholic Women’s Union” is highly focused. Step by step, the organization has opened small, family-type homes for children (alternative to large state institutions), established unofficial working contacts with police, started work with the children’s natural parents and finally, piloted a foster family system along with initial training and on-going support. Together, these activities create a full system that is a clear alternative to putting a child at a large, expensive and inefficient institution.

The motivation and professionalism of „Lithuanian Catholic Women’s Union” suggests that the organization will work towards its goals also in future. Adaptation and integration of the foster family system on the state level and, accordingly, sustainability and extent of benefiting from the training programme developed within the currently described project, however, depends on the state priorities. At the moment of the field visit the situation seemed promising.

ARKHANGELSK BAND AID

THE PROJECT	
PROJECT LEADER:	Anne Gerd Paulsen
RESPONSIBLE ORGANIZATION (incl location)	Folkeakademiet Hålogaland, Alta, Norway
RUSSIAN PROJECT PARTNER	AROBO Rassvet, Arkhangelsk
PROJECT LOCATION (town, region, country):	Arkhangelsk, Northern Norway
PROJECT TYPE (NGO, local authority, other):	Voluntary organisation
MAIN SECTOR OF ACTIVITY:	Cultural
ADDITIONAL SECTORS:	Social
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK) (2004):	400,000 DKK (2005)
NCM’s FINANCING IN DKK:	465,000 DKK (100,000 DKK in 2005)
NCM’s SHARE IN THE TOTAL (per cent):	25% (2005)
SHARE OF OTHER PARTNERS	31.25%
SHARE OWN FINANCING	12.5%
OTHER INCOMES OR UNCOVERED	31.25%
SHARE RECEIVED (% of amount applied for)	80%

The main goal of the project is twofold: Firstly it is to establish cultural exchange of young people between North-West Russia and northern Norway. Secondly, it is to give aid to children and young people at risk in the Arkhangelsk region in NW-Russia, through incomes generated from the cultural performances.

The programme has received funding from the NCM since 2000. The main outcomes of the project have been a number of cultural performances of children and young adults in Northern Norway. The performances are typically folk ensembles, musical theatre troupes, concerts and so on performed by Russian children and youth in the 7-18 years age group.

The Russian charitable organisation Rassvet is in charge of selecting ensembles, and co-operates with the Norwegian partner for all practical arrangements. Rassvet carries out social work with children and young adults in Arkhangelsk region and all fees from the performances are transferred to this work without any deductions. In addition, children from Russian institutions that are supported financially are visited and attend performances by the same ensembles that go to Norway or by Norwegian ensembles.

The challenges and problems of the project have been to deal with the bureaucracy both on Russian and Norwegian side. There have, for example, been problems obtaining visa and needs to obtain temporary work permits. Another problem has been the attitude of some Norwegians towards Russians; both the interpreter and some of the children have been approached in attempts to engage them in prostitution activities, others have been suspected of being thieves, etc. Furthermore, how to obtain resources for the activities has been a constant challenge.

The project has received moral support both from Norwegian and Russian authorities. The wise-governor of Arkhangelsk has commended the project as one of the most important co-operation projects in the social sphere. Rassvet has close cooperation with the local authorities in Arkhangelsk. It has been argued that Rassvet fills some of the gaps that the local authorities have not been successful in handling, and pays more attention to social development and especially focuses on the regions.

The project covers both the cultural and the social sector, but not necessarily an interaction between the two. The cultural element is mainly through the performances, while the social element is the charitable work taking place by the means of fees from the performances. To which extent the project can be considered cross-sectoral is therefore questionable.

The project is indirectly targeted at children and young adults at risk, through a second stage of the project in which fees from the performances are transferred to social work among children and young adults in a risk situation. The cultural exchange (which can be considered the main element of the project) in itself, however, does not necessarily involve risk groups.

The co-operation between Folkeakademiet Hålogaland and Rassvet is likely to continue also after funding from the NCM is completed. However, the activities require funding, and the partners are continuously looking for sources for such funding. The sustainability of the project therefore depends on the ability to obtain such funding in the future.

Dissemination: There has been much media coverage of the cultural performances by the Russian ensembles visiting Northern Norway. Also, on the Russian side the support given through incomes generated from the project has been covered by Russian media.

The overall impression of „Arkhangelsk Band Aid” is that the cultural exchange gives a positive contribution to the co-operation between two

northern regions, and that there is a direct benefit for children and young adults at risk through the incomes generated from the performances. The evaluation team is nevertheless in doubt whether the project should have been supported by the NAP programme. The two elements of the programme are not very closely connected, although one element depends on the success of the other. The first element (cultural performances) does not really cover children and young adults in a risk situation. The second is traditional humanitarian aid, which the programme is not supposed to prioritize. It seems the positive and constructive outcome of the project has been given more weight than a strict interpretation of its funding principles.

IMPLEMENTING DECENTRALISED COMMUNITY BASED SERVICES FOR FAMILIES AND CHILDREN WITH SPECIAL NEEDS

THE PROJECT	
PROJECT LEADER:	Steinar Theie
RESPONSIBLE ORGANIZATION (incl location)	University of Oslo, Department of Special Needs Education
RUSSIAN PROJECT PARTNER	Social Welfare Department, Arkhangelsk (and others)
PROJECT LOCATION (town, region, country):	Novodvinsk, Arkhangelsk region
PROJECT TYPE (NGO, local authority, other):	University
MAIN SECTOR OF ACTIVITY:	Social
ADDITIONAL SECTORS:	Education, health
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	990.000 (2004)
NCM's FINANCING IN DKK:	300.000 (2004)
NCM's SHARE IN THE TOTAL (per cent):	30%
SHARE OF OTHER DONORS	60%
SHARE OWN FINANCING	10%
SHARE RECEIVED (% of amount applied for)	100% (2004)

The main goal of the project is to maximise the social integration of children with special needs through the development and reorganisation of existing resources in a context of practical and academic co-operation.

The programme has received funding from the NCM since 2001 (with equal share of funding from the Barents Health Programme, the Norwegian Ministry of Health and NCM). The main outcomes of the project have been establishing concrete services within schools and kindergartens for children with disabilities; establishment of school assistants for the disabled and individual plans for 25 children. Parents who want to include their child in a normal setting are given support. Competence building (seminars, courses, practical cooperation) of different groups in Novodvinsk has taken place addressing parents, teachers, pre-school teachers, experts within social welfare system and primary health system. Cross-sectoral work and co-operation have been encouraged and now take place within interdisciplinary and interdepartmental teams. A change of attitudes towards inclusion of children with disabilities is gradually taking place. A project centre, Phoenix, for interdisciplinary cooperation in the area has been established in Novodvinsk. Co-operation with the Institute

of Early Intervention in St. Petersburg in the project is considered very positive as a critical and professional outsider with intimate knowledge of Russian conditions.

The challenges and problems of the project have been firstly to convince the project leader on the Russian side about the need for including academic institutions in the project (while such involvement has been decisive for the success of the project). Furthermore, it has been difficult to establish a good organisation for cooperation between the partners on the Russian side when the Norwegian partners are not present. Thirdly, there are not enough resources in the project to document the results in a satisfactory way, and this has to be done outside the project. Finally, although the Norwegian partner has much experience from international co-operation, there was limited experience from Russia, and there have been some linguistic barriers also.

The local authorities in Novodvinsk have been very positive to the project and support it. All three sectors (education, health and social) are involved at the oblast (county) level, and separate contracts to specify the role of each of them will be prepared (until now the formal contract has been signed with the social sector).

The project has cross-sectoral cooperation involving the social, educational and the health care spheres as one of the main aims.

The project is directly targeted at children at risk, by focusing on inclusion of concrete children in a normal setting outside special institutions. In addition, the project focuses on competence building of those relating to these children: parents, teachers, pre-school teachers, experts within social welfare system and primary health system. Finally, the project also involves two local academic institutions which bring in new methods in teaching, possibilities for documentation and critical thinking about the new models and innovative aspects.

The project is sustainable in that many changes have already taken place that will continue after the funding has been completed. New ways of co-operating have developed, and attitudes are gradually changing. The project has a strong foundation and support in the local community. Further geographical spreading of the project will require additional funding.

Measures have been taken to disseminate results from the project in the county, in Russia and internationally. Articles and reports have been written for Russian and international journals in the field. In practical terms experts from the project will be used in other parts of the region, in the city of Arkhangelsk to introduce the changes there.

The overall impression: The project has succeeded in improving the life quality of many families in Novodvinsk. But just as importantly, the project has introduced innovative models for a Russian setting on how to work with disabled children outside a special institution setting. It has struggled with lack of cross-sectoral cooperation both at the level of local

authorities as well as between practitioners, and the project has contributed to improving this situation. New working and problem solving skills have developed. These changes take time, however, and for this type of project a 3-year perspective is too short. Much of the initiative and the push have come from the Norwegian side, and gradually one would like to see a stronger Russian ownership of the project.

CHILD SEXUAL ABUSE

THE PROJECT	
PROJECT LEADER:	Björg Besteland
RESPONSIBLE ORGANIZATION (incl. location)	Save the Children Norway, Oslo, Norway
RUSSIAN PROJECT PARTNER	Commission for Minors, Murmansk Regional Administration
PROJECT LOCATION (town, region, country):	Murmansk
PROJECT TYPE (NGO, local authority, other):	Local authorities and NGO
MAIN SECTOR OF ACTIVITY:	Social
ADDITIONAL SECTORS:	Education and health
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	1,698,300 (2005)
NCM's FINANCING IN DKK:	1,688,882 DKK (540,000 DKK in 2005)
NCM's SHARE IN THE TOTAL (per cent):	32%
SHARE OF OTHER PARTNERS	32%
SHARE OWN FINANCING	36%
SHARE RECEIVED (% of amount applied for)	no information

The project is about sensitising, capacity building, and training, development of prevention and response measures based on the children's rights, and to develop Russian expertise and to contribute to establish contact with Norwegian and other international networks and institutions within the field of sexual abuse and exploitation of children.

The main goal of the project is twofold: Firstly, it is to establish and develop a well-coordinated, multi-sectoral and inter-disciplinary approach that can prevent sexual violence and provide response to children's and youth's needs. Secondly it is to establish an approach of prevention and response that involves several sectors, such as the system of social and child protection, the education sector, the health sector, the legal services and the police.

The project has received funding from the NCM since 2004. The main outcomes of the project have been that Save the Children Norway (SCN) has raising awareness of sexual violence and exploitation of children among professionals within the spheres of social protection, child protection and the educational system, within the health sector, legal services, the police and among the general population. The competence and capacity within these services have been developed that enable a multi-sectoral response to the needs of the children. Capacity within the services that provide appropriate assistance to abused children, both girls and boys and their families has been developed. Activities that provide needed protection for children exposed to sexual abuse and exploita-

tion and also a program of prevention with the aim of changing social attitudes and practices that encourage integration in a non-stigmatising way have been developed.

One practical obstacle of the project has been to deal with the registration of the Save the Children Norway as a legal body in Murmansk. Therefore, many of the major activities had to be postponed. One of the major challenges has been that the theme of “Child Sexual Abuse” is not considered by all as open for in-depth discussion. Some local decision-makers felt that the issue was not one of the most acute social problems in the region and should not be given priority. Since the project was initiated from the Norwegian side, there was also an attitude among some that it had been imposed on them from the outside.

The local authorities support this project. At the very beginning participation in the project by the Commission for Minors the Education, the Health and the Labour and Social Development Committee was agreed upon. The Commission for Minors is now the coordinating body from the side of the Regional Administration. They are responsible for activities such as to fight conditions leading to sexual abuse and exploitation of children, to develop a structure to prevent, protect and take care of the recovery of abused children, and to strengthen the capacity of the juridical systems, police and attorneys.

The project has cross-sectoral cooperation as a major goal in the project, and it involves the social, educational and health care spheres as the project priorities.

The project is directly targeted at the children at risk: both girls and boys exposed to sexual abuse within the family and in the community and children sexually exploited through trafficking, tourism, pornography and the sex - industry – and prevention of such abuse. In addition the project is targeted at capacity building of specialists in Murmansk within social protection, child protection and the educational system, within the health sector, the legal service, and the police. Finally, NGOs working in this field are also involved as a target group of the project through training and information.

There is a quite high likelihood of the project’s sustainability. The project is included in the Regional Social Development Program. An NGO coordinator has been appointed for the project with responsibility of supporting the development of the capacity of NGOs to incorporate activities that prevent and protect children from sexual abuse and exploitation and ensure that their needs are met in a way that does not put them into further risk. A special room for interviewing children in suspected sexual abuse cases is close to being established.

Dissemination: the results of the conducted seminars and interviews have been presented at the regional mass media: at television channels (Channel 21, Blits) and in the newspapers (Ljubimyi Gorod, Vecherniy Murmansk, Murmanskii Vestnik).

The overall impression of Child Sexual Abuse is that it has contributed to devoting more attention to a significant social problem that has been hidden and not discussed openly. Despite some reluctance and practical problems from the start, the project partners have managed to involve committed participants in the project from various spheres and institutions and contributed to the problem being discussed and dealt with by the local authorities. The high standing of Save the Children Norway and its project leader in the local setting, which is based on good experience from other activities and continued presence in Murmansk, has contributed to the confidence and support enjoyed among key local actors. This is critical for a successful implementation of such a project, which also meets with considerable resistance from persons who feel that the project is being imposed on them from outside.

COMMUNITY CENTRES

THE PROJECT	
PROJECT LEADER:	Markus Karlsen
RESPONSIBLE ORGANIZATION (incl. location)	Norwegian People's Aid, Oslo, Norway
RUSSIAN PROJECT PARTNER	Committee for Social Protection of the Population, Murmansk Regional Administration
PROJECT LOCATION (town, region, country):	Tersky, Pechenga, Lovozero municipalities of Murmansk region
PROJECT TYPE (NGO, local authority, other):	Norwegian NGO
MAIN SECTOR OF ACTIVITY:	Social
ADDITIONAL SECTORS:	Education and health
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	886,162 DKK (2005)
NCM's FINANCING IN DKK:	1,015,000 DKK (500,000 DKK in 2005)
NCM's SHARE IN THE TOTAL (per cent):	56%
SHARE OF OTHER PARTNERS	none
SHARE OWN FINANCING	22%
SHARE RECEIVED (% of amount applied for)	73%

The main goal of the project is twofold: Firstly is to establish highly qualified, cross disciplinary centres in Umba, Revda and Nikel (Tersky, Lovozero and Pechenga municipalities) in order to contribute to improving conditions for children and youth from vulnerable families and their families. Secondly, it is to establish a long term competence development programme for professional and paraprofessional staff members.

The project has received funding from the NCM through the NAP programme since 2001. The main outcomes of the project have been that the community centres in Umba, Revda and Nikel have been established. The running of these centres is now fully financed by the local authorities. All employees working directly with the beneficiary group have attended competence development workshops/courses/seminars and on-site trainings. Cooperation between all the three centres has been established. The process of implementing programs to give psycho-

social, pedagogical and material support, education and training to the beneficiary groups has started.

The challenges and obstacles of the project have been to deal with the absence of experience to run resource centres as Community centres from the Russian specialists' side. If monitoring from Norwegian People's Aid's part is lessened or not continuously there, the project makes a turn towards the known and familiar institution as shelter for orphans (social orphans). The idea of Community Centres is not reflected centrally in Russian law or regulations. Furthermore, the lack of regulations and rules for Community Centres at the federal level affects the types of treatment, building requirements, economy, the number of employees, etc. Moreover, there is little competence in international work and cooperation in the more remote regions that affects the level of competence in foreign language, project work, reporting, which also slows down the work somewhat.

The local authorities support this project. The project became a part of the implementation of the "Governor's Plan" for the Murmansk region in the social sphere. Norwegian People's Aid has concluded agreements with the three municipal authorities in questions and the Murmansk Regional Administration. These agreements cover five-years of cooperation, state the responsibility of each party and include a phasing plan to secure the future sustainability of the project.

The project has cross-sectoral cooperation involving social, educational and health care spheres as the project priorities.

The project is directly targeted towards the children at risk, by focusing on registered children with physical, mental or social needs. In addition, the project focuses on competence building and competence exchange of those relating to these children: workers of the community centres, teachers, psychologists, and parents in the fields of family counselling, support groups for children with abusive parents/alcohol problems, cooperation models with other sectors, sports and physical activity in rehabilitation, violence against women, etc.

There is a high possibility of the potential sustainability of the project. Most of the centres are run by the financial sources of local administrations. The attitude of the population to these centres has been changed. However, an on-going assistance in competence training will be needed for the successful running of the centres.

Dissemination: Some results of the project were presented at a conference in 2004 for the leaders from 10 regions from North West Russia and the Deputy Minister of the Federal Ministry of Labour and Social Affairs. There have been two articles in Murmansk regional newspapers and a TV program in the regional television. The local and regional mass media have shown an interest in the idea of Community Centres as voluntary centres.

One constant challenge has been limitations in human resources that could be hired for work in the Community centres. This is due to a lack of competence and knowledge.

The overall impression of the Community Centres is quite positive, even if there is an on-going necessity to consult and assist the workers through competence building. This is a very new approach in comparison with the Russian tradition of rendering services to vulnerable children and their families. As every new idea it has to overcome bureaucratic hurdles and regulations. A very important outcome is the change of attitude among those approaching the community centres for help and assistance. There is a constant development in the direction of people applying for assistance without being afraid of being neglected or punished.

MOBILE STREET WORK

THE PROJECT	
PROJECT LEADER:	Bjørg Besteland
RESPONSIBLE ORGANIZATION (incl. location)	Save the Children Norway, Oslo, Norway
RUSSIAN PROJECT PARTNER	Committee for Youth Affairs of Murmansk City Administration
PROJECT LOCATION (town, region, country):	Murmansk
PROJECT TYPE (NGO, local authority, other):	International NGO, local authority
MAIN SECTOR OF ACTIVITY:	Social
ADDITIONAL SECTORS:	Health and education
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	729,835 (2005)
NCM's FINANCING IN DKK:	1,077,776 DKK (291,934 DKK in 2005)
NCM's SHARE IN THE TOTAL (per cent):	40%
SHARE OF OTHER PARTNERS	40%
SHARE OWN FINANCING	20%

The main goals of the project are the following: 1) to support children and youth at risk, individuals and groups in the city of Murmansk through a multisectoral program. The program focuses on both prevention of neglect, unsocial behaviour and provision of support; 2) to improve living conditions for vulnerable street children and youth in Murmansk; 3) to prevent children from being separated from their families and parents; 4) to initiate and implement activities for children and youth that prevents negative development connected to criminality, drugs, alcohol, becoming infected by STD, etc.; 5) to develop and build competence among different stakeholders in areas such as service delivery, project management and issues connected to the Convention of the Rights of the Child.

The project has received funding from the NCM since 2002. The main outcomes of the project are that children and youth benefit from the Mobile Street Work and from prevention activities. The social workers have performed their duties in cooperation and coordination with parents and others with the aim of avoiding separation. There is the increased quality of the performance of the social workers, the different activities and methodology used in the program and among collaborators. The children,

youth and families are met with more respect and children are treated in a more child friendly way. The project has practised high visibility and shared experiences and has been open to and listened to inputs from others in order to increase the quality.

The main challenge of the project was from the beginning to create a sustainable cooperation between the different sectors involved in the project. However, this cooperation has developed fruitfully between the governmental sectors and the NGOs involved. Also a challenge for the project implementation has been the mostly everyday presence and very active participation of the Norwegian project coordinator in the local setting. The local committee of youth affairs expressed a wish to have more control with the project, but agreed that their competence had improved as a result of the cooperation with the Norwegian partner. Sometimes the partners have experienced linguistic problems that have created misunderstandings. The project is quite well known in the city and therefore the well trained and experienced street workers have become very attractive for other governmental bodies and NGOs. There were also a lot of hard work and challenges in order to reconstruct and establish the Centre for street children. The Centre is situated in the same building as other social service delivery offices, creating some tension and envy for the better material conditions.

The local authorities support this project and have been actively involved. From the very beginning the project coordinator and the Youth Committee of Murmansk city administration made a massive efforts in order to create the sustainable cooperation between different sectors in the 3 districts of Murmansk: The Committee of Labour and Social Development, The Commission of Minors, The Committee of Minors (the police), and the Criminal Executive Commission. At present a variety of institutions are involved and take an active part in the project: social pedagogues and psychologists in the schools, regional centre of psychological-medical help, Murmansk regional organization of Red Cross, polyclinics, school headmasters, youth clubs, the labour service for youth.

The project has cross-sectoral cooperation involving social, health care and educational spheres as the project priorities.

The project is directly targeted at the children and youth identified in the city of Murmansk, that includes 3 districts of the town. It is also targeted to street workers, psychologists, social pedagogues, and different stakeholders in areas such as service delivery, project management and issues connected to the Convention of the Rights of the Child.

There is very high likelihood of the project's sustainability. This project is run by the Youth Committee of Murmansk city administration. The Centre for street children is already functioning with 12 persons, social pedagogues and psychologists, who are employed, and there are 35 trained volunteers between 13-18 years old connected to the project.

Dissemination: the results of the project and interviews were presented at the regional mass media: at television channels (Channel 21, Blits) and in the newspapers (Ljubimyi Gorod, Vecherniy Murmansk, Murmanskii Vestnik), the radio station “Murman”, in conferences in Moscow, Kandalaksha (Murmansk region), and in Petrozavodsk (Karelia).

The **overall impression** of Mobile Street Work is that the project has made impressive achievements. It has benefited from persistence and an unafraid attitude of the project coordinator. A high number of children have been supported through the project, 297 children only in the year 2004. Noteworthy is also the capacity development, as well as the establishment of sustainable cooperation between the authorities and children at risk and their families. One of the major achievements of the project is the involvement of a variety of actors in solving complex - social problems.

ROAD TO THE LIFE

THE PROJECT	
RESPONSIBLE ORGANIZATION (incl location)	Centre for Social Help to the Family and Children of the City of Murmansk, Murmansk, Russia
PROJECT LEADER:	Svetlana Goreva
NORDIC PARTNERS	none
PARTICIPANTS FROM THE ADJACENT AREAS	none
PROJECT LOCATION (town, region, country):	Murmansk
PROJECT TYPE (NGO, local authority, other):	Other (this centre is under City Administration)
MAIN SECTOR OF ACTIVITY:	Social
ADDITIONAL SECTORS:	Health, education
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	64,294 DKK
NCM's FINANCING IN DKK:	30,000 DKK
NCM's SHARE IN THE TOTAL (per cent):	47%
SHARE OF OTHER PARTNERS	0%
SHARE OWN FINANCING	1%
SHARE RECEIVED (% of amount applied for)	60%

The project consisted in a camp for teenagers at the age before they graduate from in the boarding schools / children's homes in the city of Murmansk. The **main goal** of the project was to facilitate the social adaptation and integration into the society of those graduating from such schools. A major social problem in Murmansk is such graduates leaving the boarding schools without knowledge and competence in independent life which often leads to suicides, crime, and alcohol and drug abuse.

The **main outcomes** of the project were that 27 students received training and education concerning legal issues, healthy lifestyle, psychological and pedagogical insights, professional competence, family economics and household budgeting, etc.

The **main challenge or problem** of the project was related to the attitudes of the students. At the beginning of the camp most of them were

oriented towards entertainment and relaxation. Very often such children are used to take a dependant position, being used to all practical arrangements and their needs being taken care of by the school leadership and the teachers.

The project has had the support local authorities as the Centre is at the municipal budget. The Committee for Social Protection of the Population of Murmansk has financed their part for this project only after receiving grant from NCM. The local authorities in the social sphere have engaged themselves actively in providing education and skills to graduates of children's homes in the city to adapt them to a life outside of the institutions, but there is tension between various approaches as to how to deal with such issues.

The project realized outcomes in the social, health and educational spheres and can therefore be described as cross-sectoral.

The project is directly targeted at children and young adults aged of 13-17 (16 girls and 11 boys) from boarding schools, many of whom at risk of developing risk behaviour.

The project is not automatically sustainable. Such kinds of activities need to be financed and organized again, and become part of a regular curriculum for children at boarding schools. The project can be seen as a pilot project, where new approaches were tested and important experience was obtained. It seems the organisers are committed to continue work in this direction, but need financial support as well as support for the approach.

Dissemination: One article devoted to the results of the project was published in the newspaper "Vecherniy Murmansk". A special leaflet was published and presented at the Regional seminar on problems of post boarding schools' training of graduates of children's homes, and experiences have been presented in seminars for social pedagogues and psychologists.

Most of the human resources of the project were mainly specialists from Centre, but also the representatives from law-enforcement bodies, youth labour exchange, narcotics clinic, and the social work faculty were invited as specialists.

The overall impression of "Road to the life" is that it fills a need and the aim of the project is very important in the social setting of children and teenagers from children's homes in the region. The skills developed are needed for integrating into society, but can hardly be expected to be obtained in the course of a short camp. The systematic training and adaptation of graduates from boarding school need be further developed. Although the task is too big to be solved in a small project of this kind, it can be considered a move in the right direction. It is to be hoped that the authorities will use experiences from such projects when establishing more regular and ongoing programmes in this field.

STREET LAW. MEDIATION FOR SCHOOL CHILDREN

THE PROJECT	
RESPONSIBLE ORGANIZATION (incl location)	Kola Regional Public Fund "Civic Mutual Aid", Murmansk, Russia
PROJECT LEADER:	Alexander Plaunov
NORDIC PARTNERS	none
PARTICIPANTS FROM THE ADJACENT AREAS	none
PROJECT LOCATION (town, region, country):	Murmansk
PROJECT TYPE (NGO, local authority, other):	NGO
MAIN SECTOR OF ACTIVITY:	Education
ADDITIONAL SECTORS:	Social and culture
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	18,105 DKK
NCM's FINANCING IN DKK:	13,000 DKK
NCM's SHARE IN THE TOTAL (per cent):	72%
SHARE OF OTHER PARTNERS	19%
SHARE OWN FINANCING	1%
SHARE RECEIVED (% of amount applied for)	96%

The project consisted of an educational and practical course with elements from psychology, sociology and law. It was lectured to senior pupils in three seminars (2 days each) about problem solving. Later the pupils received the status of school mediators.

The main goal of the project was to help in developing the personality of the project participants; to make the pupils acquainted with different ways of solving social problems; to assist in forming tolerance by dint of assimilation practical skills for interaction, public speech, conducting negotiations, conclusion of a treaty, writing business letters and legal documents, as well as solving private problems. A second major goal of the project was to establish a centre of solving conflicts (mediation centre).

The main outcomes of the project: 81 pupils from 14 educational institutions participated in the seminars where they according to the project leader received the help 1) to build cultured persons, associating them with values of state functioning in accordance with constitutional law and with experience of positive social useful behaviour in the public life and 2) to upbringing persons who respect rights and liberties of other persons by mediation which is assisting development of peoples' morality, revealing national religion tolerance. The mediation centre was never established.

The main challenge or problem of the project mentioned were the practical arrangements to organise the groups of children and teachers at one place at the time of holidays.

The project has had the financial support from local authorities. The committee of Education of Murmansk City Administration has partly financed the project. However, apart from the financing, the project was carried out without the involvement of other partners. No Nordic partners were involved in the project.

The project realized outcomes first of all in the educational sphere, but social and cultural issues were also included and the project can therefore be described as cross-sectoral.

The project was targeted at senior pupils from Murmansk schools. To some extent vulnerable children were specially targeted since one part of the children was recruited from children's homes and orphanages. Furthermore, the project was aimed at teachers from these institutes in order to use the experiences obtained in their future work.

The project is considered to be relatively sustainable. The organisers are going to continue their activity in this field, as the course received very positive feedback. A library of textbooks has been developed, and the pupils who received the certificate of mediators are working in this capacity at their schools.

Dissemination: Articles about the results of the project were published in the local newspapers.

It was not difficult to recruit teachers to the project which is evidence of sufficient human resources available to carry it out.

The overall impression of "Street Law: Mediation for pupils" is that this is a small project but with some tangible results. It is based on voluntary commitment of dedicated leaders. It underlines the importance of activating young people themselves in solving social problems. The feedback from the children attending the course was very good. However, the ambitions of the project were too high which resulted in a lack of fulfilling one of the major goals of the project, which was to establish a mediation centre.

HAEMOPHILIA - 2004

THE PROJECT	
RESPONSIBLE ORGANIZATION (incl location)	Non-profit organization „St. Petersburg society of patients with hemophilia“, St. Petersburg, Russia
PROJECT LEADER:	Dmitry Chistyakov
NORDIC PARTNERS	none
PARTICIPANTS FROM THE ADJACENT AREAS	Latvia, NW Russia (Pskov, Novgorod)
PROJECT LOCATION (town, region, country):	Leningrad region
PROJECT TYPE (NGO, local authority, other):	NGO
MAIN SECTOR OF ACTIVITY:	Health
ADDITIONAL SECTORS:	Social, education
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	113,001 DKK
NCM's FINANCING IN DKK:	37,230 DKK
NCM's SHARE IN THE TOTAL (per cent):	33%
SHARE OF OTHER PARTNERS	0%
SHARE OWN FINANCING	67%
SHARE RECEIVED (% of amount applied for)	100%

The main goal of the project was to improve the life quality of children with haemophilia by means of making them healthier and to rehabilitate them, to provide social – psychological assistance, to develop the creativity of children and young with haemophilia during the summer period.

The main outcomes of the project are: 64 children with haemophilia participated at an 18 days summer camp in Crimea, Ukraine, 11 of whom from St Petersburg. Apart from children from St. Petersburg there were also participants from other parts of Russia and Ukraine, as well as from Latvia. The main focus is on the improvement of the health situation of the participants during the stay. Also, people working with haemophilia children get to meet and establish closer cooperation.

The challenges and problems of the project mentioned relate to the financial accounting maintenance of the project and the organization of transportation network for participants. Also, the fact that application procedures for NCM funding are in English seems to have caused some extra burden on the applicant.

The project has received support from local authorities, e.g. by supporting supply of medication for the whole period of the project.

The project realized outcomes in the health, social and educational spheres and can therefore be described as cross-sectoral.

The project is directly targeted at children and young adults with haemophilia and for the families of these groups of children in providing training on how to provide first aid, how to support their children psychologically and how to help them to be socialized.

The sustainability of the project is questionable since these summer camps very much depend on continued support from donors. However, the society seems active and well functioning, and has managed to obtain funding for such summer camps since 1997. Much effort is put into developing closer cooperation with counterparts in Russia and Latvia.

There has been no contact with Nordic partners, which in the view of the project leader would have been very useful to establish. The contact with Latvia is seen as very positive, and no linguistic problems exist.

Dissemination: an overview of the project is published at the web-site of the organization „St. Petersburg society of patients with haemophilia”. However, no mention is made of NCM financial contribution. Press releases in Russian and English languages were prepared to present results of improving the health of the patients with haemophilia to the European consortium of Haemophilia and also at the Congress of World Federation of Haemophilia. The mass media coverage was not so big. However, e-mail distribution of the results was made to the Regional societies of patients with haemophilia.

Most of the human resources of the project were the specialists in haemophilia and psychologists. An additional element is the importance of specialist in physiotherapy for haemophilia patients from Latvia.

The overall impression of “Haemophilia – 2004” is that it has succeeded in improving the life quality of those children with haemophilia that have participated at the summer camp. The opportunity to go to such a camp with focus both on physical and psychological support is very welcome by those affected by the illness and their parents. Good treatment in

the young ages prevents more severe illness as the children grow older. The project has also had a positive impact by increasing cooperation between non-government actors from various regions and countries involved in the field. However, as the organising institution continues to depend on donors for such activities, it is likely to have only a limited and local effect on long-term development in treatment of haemophilia or other similar illnesses.

YOUTH SOCIAL PROBLEMS AND WAYS OF THEIR SOLVING

THE PROJECT	
RESPONSIBLE ORGANIZATION (incl. location)	Regional North – West non-profit organization „Centre of teacher’s initiative”, St. Petersburg, Russia
PROJECT LEADER:	Tatyana Krasnosumova
NORDIC PARTNERS	none
PARTICIPANTS FROM THE ADJACENT AREAS	North-West Russia
PROJECT LOCATION (town, region, country):	Koryazhma, Arkhangelsk region
PROJECT TYPE (NGO, local authority, other):	NGO
MAIN SECTOR OF ACTIVITY:	Education
ADDITIONAL SECTORS:	Social
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	10,387 DKK
NCM’s FINANCING IN DKK:	4,544 DKK
NCM’s SHARE IN THE TOTAL (per cent):	44%
SHARE OF OTHER PARTNERS	45%
SHARE OWN FINANCING	11%
SHARE RECEIVED (% of amount applied for)	100%

The main goal of the project was to conduct a research conference on moral and ethical improvements of the youth environment in the city of Koryazhma (Arkhangelsk region) for teachers, social pedagogues, psychologists, and staff of the educational institutions.

The main outcomes of the project were the following: enhanced cooperation between teachers, social pedagogues and administrators working with youth; analysis of existing problems in the field of moral and ethical improvement and suggestions on how to solve them; training of specialists in using methods and study material to work with youth; delivery of conference materials to all educational institutions in the city of Koryazhma, the education departments of North-West region signed agreement with city administration of further cooperation in the field of “Education of children and youth”.

No major challenges or obstacles with the particular project were mentioned, the only problem was the time management of involving so many busy participants, as this was difficult to plan for at the stage of the project application.

The representatives from the education committee of the Koryazhma city actively participated in the conference and financed a considerable part of the project. The initiative and invitation to the St. Petersburg NGO to organise this conference came from the city administration in Koryazhma. After the seminar city local authorities have signed a Cooperation Agreement with the Centre of Teacher’s Initiative in order to imple-

ment several educational programs in the city schools and children's homes.

The project focused on issues both in the educational and social spheres and is an example of cross-sectoral collaboration.

One part of the participants was made up by school children and youth at risk. The main target group of the project, however, was teachers and social pedagogues who were supposed to increase their capacity in working directly with children and youth at risk.

The sustainability of the project is rather high, since as the result of this conference the local administration signed the Cooperation agreement with NGO in order to provide the same kind of seminars for other schools and children's house. There is a lack of funding, however, and the NGO is constantly applying for financing of their activities.

Dissemination: the collection of conference materials and didactic materials were disseminated to all schools and children's homes in the city of Koryazhma. A presentation CD was also issued as a result of the conference and was delivered to the participants. The mass-media are not so interested in this kind of activities according to the project organisers.

The project used internal human resources: specialists working in Centre of Teacher's Initiative. They have several employed full-time staff members. In addition they invited additional specialists to give lectures at the conference.

Overall impression: There have been several benefits of the project for a very small amount of funding. It is important that the NCM funding also reaches smaller cities in remote areas where access to funding is quite meagre. More involvement of Russian specialists in the regions is welcome. The conference received positive feedback from the participants and the St. Petersburg NGO is invited to continue the cooperation with the city educational authorities. However, the effect of the project is very local and mainly concerns those directly involved in the project, which was to be expected with the low amount of funding involved.

HELP TO CANCER CHILDREN

THE PROJECT	
RESPONSIBLE ORGANIZATION (incl. location)	Regional non-profit organization „Children and parents against cancer”, St. Petersburg, Russia
PROJECT LEADER:	Katerina Kiseleva
NORDIC PARTNERS	“Sylva”, Finland
PARTICIPANTS FROM THE ADJACENT AREAS	Latvia, Lithuania, Estonia
PROJECT LOCATION (town, region, country):	Leningrad region
PROJECT TYPE (NGO, local authority, other):	NGO
MAIN SECTOR OF ACTIVITY:	Education
ADDITIONAL SECTORS:	Social, health
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	67,875 DKK
NCM's FINANCING IN DKK:	35,000 DKK
NCM's SHARE IN THE TOTAL (per cent):	52%
SHARE OF OTHER PARTNERS	1%
SHARE OWN FINANCING	23%
SHARE RECEIVED (% of amount applied for)	75%

The main goal of the project was to organise a two-day professional seminar on how to give psychological, social and legal support to cancer children and their families in Finland and Russia in order to gain experience concerning different directions of work with the cancer children and their families.

The main outcomes of the project were the following: the specialists from Russia and Finland exchanged experiences concerning different directions of work with cancer children and their families and developed further cooperation between Finnish and Russian professionals in treatment and rehabilitation of cancer children. In this way the project contributed to the welfare of cancer children in both Russia and Finland. What was particularly stressed was the transfer of competence in the psychological sphere from Finland to Russia.

No major challenges or obstacles with the particular project were mentioned.

Representatives from the health committee and labour and social security committee part of St. Petersburg city local authorities participated in the project. Partly as a result of the achievements of this project, the NGO is now considered a reliable organisation and receives regular support from the local authorities to their work with cancer children and their families. The local authorities also expressed their readiness to continue cooperation with this NGO and to involve them in cooperation concerning design and implementation of social development programs for cancer children and their families.

The main focus of the project is confined to the health sector, but there are also elements of social and educational issues involved, and as such the project can be described as cross-sectoral.

The direct target group of the project are specialists dealing with cancer children and their families, such as doctors, nurses, psychologists and social workers. Articles and brochures were made to make the target group larger than the participants at the seminar. However, indirectly the main target group benefiting from the project are the cancer children and their families.

The sustainability of the project is quite high. As a result of the seminar the participants decided to continue the cooperation and the Russian partners got access to Baltic cooperation partners through their Finnish colleagues. One concrete follow up activity is that Russian cancer children will take part at a summer camp in Estonia in 2005. The Russian and Finnish organisations are planning to conduct a seminar for parents who have lost their cancer children, and the NGO has been given a more prominent role in cooperation with local authorities in developing.

Dissemination: A collection of articles for specialists working with cancer children and their families was published as a result of the seminar. This collection of articles has been distributed to specialists (doctors,

psychologists, parents' organisations) in Russia, Ukraine, Byelorussia, Armenia and the Baltic States.

The project used internal human resources: specialists working in and with Russian NGO and Finnish NGO. Much depends on the voluntary work, devotion and extra effort from those working in the NGO. It seems there was an abundance of enthusiasm in the organisation, and many plans for the future.

The overall impression of "The Help to Cancer Children" is that the project managed to reach the goals it had set from the outset and that the closer links established with the Finnish, and later also the Baltic, partners have been an inspiration for the specialists involved, raised the status of the NGO and given them more visibility in the local setting. The fact that a collection of articles was published with practical approaches to the psychological and social needs of cancer children is another positive element in the assessment of this project.

III INTERNATIONAL CHILDREN THEATRE FESTIVAL

THE PROJECT	
RESPONSIBLE ORGANIZATION (incl. location)	City Palace of Youth Creativity, St. Petersburg, Russia
PROJECT LEADER:	Gleb Abaev
NORDIC PARTNERS	Denmark, Norway, Sweden, Finland, Iceland
PARTICIPANTS FROM THE ADJACENT AREAS	Lithuania, Latvia, North-West of Russia
PROJECT LOCATION (town, region, country):	St. Petersburg
PROJECT TYPE (NGO, local authority, other):	Municipal organization
MAIN SECTOR OF ACTIVITY:	Culture
ADDITIONAL SECTORS:	Education and social
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	400,460 DKK
NCM's FINANCING IN DKK:	95,000 DKK
NCM's SHARE IN THE TOTAL (per cent):	24%
SHARE OF OTHER PARTNERS	66%
SHARE OWN FINANCING	1%
SHARE RECEIVED (% of amount applied for)	32%

The project supported is an international theatre festival for children in St. Petersburg – including children in risk as audience and as participants in workshops.

The main goals of the project were the following: 1) to exchange cultural values; 2) to have creative communication of children and adults; 3) to educate in the area of theatre arts; 4) to share cultural experience with children and youth at risk.

The project has received financial support from the NCM over several years. The main outcome of the project was that 110 children and young adults from Finland, Latvia, Estonia, Denmark and various parts of Russia took part in the festival. Master classes and workshops for children and young adults were organised. The Nordic partners got acquainted with the Russian cultural experiences and shared their own culture with Russian participants. Children and youth from children's homes in St.

Petersburg were part of the audience; they took an active part in discussions after the performances.

Each year the theatre festival faces financial challenges of obtaining sufficient funding for the festival. This is the main challenges of this particular project.

The Theatre of Youth Creativity is a department of municipal Palace of Youth Creativity and all matters dealing with city local authorities is handled by the director of the Palace. The Director's attitude is very positive to the activities of Theatre of Youth Creativity and they have great freedom in initiating and implementing their own activities.

The project realized outcomes mainly in the cultural sector, but to some extent also in the educational and social spheres and can as such be described as cross-sectoral.

The project is only indirectly targeted to the children and youth in risk. The direct target group is the participants of the youth theatres from Nordic countries, Baltic States and St. Petersburg. The children from the children's homes were not involved in other activities than as spectators and participants in discussions after the performances.

The sustainability of the project is rather problematic from the financial point of view. However, the experience of previous youth festivals and wider network of amateur theatres all together suggest that the project has a potential to be sustainable in future, however depending on the ability to obtain sufficient funding. The festival has a high standing, but in general there is limited funding to theatre festivals particularly devoted to children and youth.

Dissemination: More than 13 articles in Russian newspapers appeared during and after the festival. There were 5 TV programs and 12 Radio programs devoted to the festival. There have also been publications in Danish newspapers about the festival.

The overall impression of "III International Children Theatre Festival" is that it is a positive exchange of culture among children and youth from different countries and cultures. The attention paid to discussion after the performances is also very valuable. However, the project only indirectly deals with children and young adults at risk. Thus, the project falls outside the stated priorities of the programme and as such should not have been supported. It seems, however, that the lack of projects in the cultural sphere that directly involve more vulnerable children and youth has brought this project higher up on the priority list as one of few larger projects with a main focus on culture.

UNDER THE HOPE SAIL

THE PROJECT	
RESPONSIBLE ORGANIZATION (incl. location)	Cross-regional non-profit organization „Tourist club “LENA”, St. Petersburg, Russia
PROJECT LEADER:	Vladimir Kropachev
NORDIC PARTNERS	none
PARTICIPANTS FROM THE ADJACENT AREAS	none
PROJECT LOCATION (town, region, country):	Leningrad region
PROJECT TYPE (NGO, local authority, other):	NGO
MAIN SECTOR OF ACTIVITY:	Social
ADDITIONAL SECTORS:	Health, education
FINANCIAL INFO	
TOTAL PROJECT BUDGET (DKK):	186,201 DKK
NCM's FINANCING IN DKK:	27,000 DKK (board)
NCM's SHARE IN THE TOTAL (per cent):	14.5%
SHARE OF OTHER PARTNERS	14.7%
SHARE OWN FINANCING	58.4%
SHARE RECEIVED (% of amount applied for)	54%

The project consisted of the organisation of a summer camp for disabled children in a countryside setting in the Leningrad region. The main goal of the project was to improve the life quality of disabled children and youth and to create a system of social adaptation and integration of young disabled people; practical and didactic assistance in organising the active rest of disabled children and youth.

The main outcomes of the project were the following: participation in various forms of activities; improvements in the health state; physical training; and training in socialization among physically and mentally disabled children and youth.

The major challenges or obstacles with the particular project mentioned was that the information about disabled children is still rather limited in Russia and for proper implementation of the project the NGOs would have liked to have international partners dealing with the same kind of activities in order to exchange the experience and information.

The NGO is included in the Register of non-governmental organizations providing activities for the disabled children and youth under the city local authorities. Therefore, there are tax-benefits and financing provided by local government for tourist activities of disabled children. Apart from this there was no cooperation with or involvement of the local authorities in the practical implementation of the project.

The project is clearly cross-sectoral with elements from the health, social and educational spheres.

The project is directly targeted at children and youth at risk. The indirect target group is the volunteers who participated in the activities and were trained on how to work with disabled children and in the future will become leaders of the groups.

The sustainability of the project is quite high, because this kind of activity is supported by the local authorities, and every year these sum-

mer vacations for disabled children are organized. Nevertheless, additional financing is usually needed for making or organising something new and to add some novelty in this activity.

Dissemination: the activities are usually presented at the meetings of the “Association of disabled children’ parents” and articles have appeared in the newspaper “Russian invalid”.

Lack of human resources, especially of trained specialists with a degree in medicine has been an acute problem of the project and the NGO in general. The problem is more educational: there is no special education institution that educates specialists for working with disabled children and youth.

The overall impression of “Under the Hope Sale” is that the project undoubtedly gives the disabled children and youth a positive experience and could have some effect on their health and social situation. However, the camp is very short-term and is unlikely to give a lasting effect on the conditions of the disabled. The evaluation team would suggest that summer camps like this need to be supported by Russian local authorities and that funding from NCM should concentrate on more innovative ways of providing such activities, for example involving Nordic experiences in the field.

Appendix 3: Methodological note and survey questionnaire

Methodological note

The questionnaire was made in English and Russian in parallel, so that all respondents could see both languages and answer in the language they wished. The questionnaire was sent out to 252 respondents, for whom e-mail addresses had been registered and who had received funding from the programme. Naturally, a number of e-mail addresses turned out to be incorrect: 79 messages bounced, and others never reached the project leader. This is an indication of a high turn-over in the sectors involved. We also received some feedback from respondents who had problems opening the survey on the Internet, but those who approached us with this problem received assistance. Some respondents received several e-mails because they had obtained funding from the programme for several projects but filled out only one questionnaire.

All in all we received 112 questionnaires which were sufficiently complete to be accepted, which must be considered a relatively high response rate (the exact response rate of those receiving the e-mails is hard to estimate due to the reasons indicated above, but lies in the range 70-75%). We have no indication that certain types of projects, countries or sectors are underrepresented. Without aiming at scientific precision, the response rate was high enough to consider the results of the survey quite reliable and it should give an objective reflection of the views expressed by the project leaders.

Questionnaire

Dear Colleague,

Thanks for being willing to participate in the survey! You will now be asked a number of questions about various aspects of the Nordic Action Plan on Children and Young Adults at Risk in the Adjacent Areas (it will be called NAP in the survey). Remember that the survey is 100% anonymous, and neither the Nordic Council of Ministers nor NIBR will be able to trace the answers back to you. If the answer alternatives do not fit completely, please select the answer categories that are most in accordance with your opinion (for some questions an answer is required to continue). Don't hesitate to contact me if you experience problems during the completion of the questionnaire (you find my contact information in the cover e-mail that was sent to your e-mail address).

Which country do you live in?

- Russia
- Estonia
- Latvia
- Lithuania
- Denmark
- Finland
- Iceland
- Norway
- Sweden
- Other (please specify) :

What kind of organisation do you represent?

- Local non-governmental organisation (NGO)
- National / international non-governmental organisation (NGO)
- Organisation funded by local or national government
- Municipal / local authority organisation
- Other (please state): :
- No Answer

What is your role in the project?

- Project leader
- Group leader
- Project participant
- Other :
- No Answer

Which year did you (first) receive funding from the NAP programme?

- 1999
- 2000
- 2001
- 2002
- 2003
- 2004
- 2005
- Don't remember / don't know
- No Answer

How long did your project last (or is it planned to last for)?

- 2 weeks or less
- 2-4 weeks
- 1-2 months
- 3-6 months
- 1/2 - 1 year
- 1-2 years
- More than 2 years
- Don't know / Hard to say
- No Answer

The Nordic Council of Ministers (NCM) differentiates between small and large projects - small being projects with funding from the NCM up to 50,000 DKK, and large being above that amount of NCM funding (about 6,700 Euro; 245,000 Russian rubles; 4,700 Latvian lats, 105,000 Estonian kroons; and 23,000 Lithuanian litas). Is your project considered a small or a large project according to these criteria?

- Small
- Large
- Don't know / hard to say
- No Answer

Did you receive all the funding you applied for from the Nordic Council of Ministers?

- Yes
- No, but more than 80%
- No, between 50% and 80%
- No, less than half of the funding we applied for
- Don't remember / don't know / hard to say
- No Answer

What was the consequence of such a reduced funding?

- Funding from other sources covered the gap
- We were able to carry out the project fully with reduced funding
- We needed to make a few small adjustments, but no significant loss of quality
- We needed to make significant adjustments, which reduced the quality of the project
- We were not able to carry out the activity in the way planned from the start
- The project could not be carried out
- Don't know / hard to say
- No Answer

Have you received funding for your project from any of the following apart from the Nordic Council of Ministers? (SEVERAL ANSWERS POSSIBLE)

- No other funding
- Monetary funding from own organisation / institution
- In kind support from own organisation (cover salary, office premises, etc.)
- Local / regional authorities
- Private donors
- National funding agencies
- International donors
- Others
- Don't know / don't remember / hard to say
- No Answer

What share (in per cent) of the total funding of your project did you receive from the Nordic Council of Ministers? (If you are not sure of the exact answer, please make an approximate estimate.)

(0 - 100)

To what extent has your project involved the following components?

	To a large extent	To some extent	To a minor extent	Not at all	Hard to say / don't know
Direct support to children and young adults at risk	-	-	-	-	-
Competence building in how to deal with children and young adults at risk	-	-	-	-	-
Transfer of competence from Nordic countries to Russia / Baltic countries	-	-	-	-	-

Transfer of competence from Russia / Baltic countries to Nordic countries	-	-	-	-	-
Cooperation with / involvement of local authorities	-	-	-	-	-
Cooperation with / involvement of national authorities	-	-	-	-	-
Dissemination of the results of the project	-	-	-	-	-

Does your project include partners from the Nordic countries?

- Yes
- No
- Don't know
- No Answer

Which Nordic countries have been involved in your NAP project?

- Denmark
- Finland
- Iceland
- Norway
- Sweden
- Don't know
- No Answer

What has been the main positive impact of the cooperation with Nordic partners? (SEVERAL ANSWERS POSSIBLE)

- Learning about Nordic experience in the field
- Good advice from the Nordic partners
- Additional capacity in project
- Communication, socialising
- Improved my language skills
- Helped with visibility of the activity locally
- Provided access to new information / networks
- Provided funding
- Moral support
- No positive impact
- No Answer

Which other project partners have been involved in your project?

- Estonian
- Latvian
- Lithuanian
- Russian
- Other :
- No other partners
- No Answer

Would you have been able to carry out the activity without the support from the Action Plan?

- Yes, fully
- Yes, almost at the same level
- Yes, but at a reduced level
- Perhaps, with great difficulty
- No, that would have been impossible
- Don't know
- No Answer

Are you - or will you be - able to follow up the project activities without the further support of the Nordic Action Plan?

- Yes, certainly
- Yes, to some extent
- Yes, to a minor extent
- Hard to say / don't know
- No
- No Answer

To what extent do you agree with the following statements about the Nordic Action Plan for Children and Young Adults at Risk in the Adjacent Areas of the Nordic Council of Ministers (called NAP)?

	Fully agree	Tend to agree	Neither agree nor disagree	Tend to disagree	Fully disagree	Don't know	No Answer
The NAP is a well known programme for potential users in my country / region.	-	-	-	-	-	-	-
It is too hard to find out who can apply and what one can apply	-	-	-	-	-	-	-

for from the
NAP.

I have not experienced any
problems in
dealing with the
responsible staff
of the NAP.

- - - - -

Funding from
the NAP is too
small to make an
impact.

- - - - -

The application
form for the
NAP is clear and
easily accessible.

- - - - -

There is too
much bu-
reaucracy and
paper work in
connection with
the NAP.

- - - - -

The NAP should
be continued in
the future.

- - - - -

The authorities
in my country /
region are suffi-
ciently concer-
ned with living
conditions of
children and
young adults

- - - - -

**What is the main sector your project activity can be categorised under?
(ONLY ONE ANSWER POSSIBLE HERE; OTHER SECTORS WILL BE
ASKED ABOUT LATER!)**

- Social
- Education
- Health
- Culture
- Other (please state) :
- No Answer

Which other sectors does your project cover?

- Social
- Education
- Health
- Culture
- Other (please state) :
- No Answer

The Nordic Action Plan requires that the projects supported by the programme should have a cross-sectoral scope. What is your opinion on this approach?

- There should be no such cross-sectoral requirement
- It would be better if also projects from one sector only were eligible
- The cross-sectoral approach is ok, but it should be dealt with in a flexible way
- I fully support the cross-sectoral requirement
- No opinion / don't know
- No Answer

To what extent are the project activities directed towards children and young adults at risk?

- Children and young adults at risk are the only target groups
- The project has several target groups; children and young adults at risk being the most important
- Children and young adults at risk are not the main target groups, but also benefit from the project
- The project indirectly supports children and young adults at risk
- The project is not directed towards children and young adults at risk at all
- It is hard to answer / don't know
- No Answer

If the programme will continue, how likely is it that you to apply to the NAP programme in the future?

- Very likely
- Quite likely
- Not so likely
- Very unlikely
- Hard to say / don't know
- I do not work with relevant issues anymore
- No Answer

In your opinion, should the following areas or project types be prioritized within the Nordic Action Plan in the future?

	Should be a priority	Only if sufficient resources	Should not be supported	No opinion / don't know	No Answer
Children's camps	-	-	-	-	-
Support to special education activities	-	-	-	-	-
Develop foster families and alternatives to orphanages	-	-	-	-	-
Research cooperation projects	-	-	-	-	-
Improve situation for physically and mentally disabled	-	-	-	-	-
Humanitarian aid	-	-	-	-	-
Theatre festivals	-	-	-	-	-
Youth NGO's projects	-	-	-	-	-
Competence development in social sphere	-	-	-	-	-
Projects for improvement of health situation	-	-	-	-	-
Projects on drug prevention	-	-	-	-	-
Projects on prevention of sexually transmitted diseases	-	-	-	-	-

In general, how satisfied are you with the Nordic Action Plan?

- Very satisfied
- Rather satisfied
- Neutral
- Rather dissatisfied
- Very dissatisfied
- Don't know / hard to say
- No Answer

Here you have the possibility to write your comments about the programme. Do you have any suggestions for the future of the programme? You can write about future priority areas, organisational issues, positive or negative experiences or other things that come to your mind.

End of survey. Thank you very much for participating!

For more information about the Nordic Action Plan, go to the following webpage: <http://www.norden.org/kultur/>

Appendix 4: The Project Description

EVALUERING AV HANDLINGSPLAN FOR BARN OG UNGE I NORDENS NÆROMRÅDER

*Anbud fra Norsk institutt for by- og regionforskning (NIBR)
Aadne Aasland, desember 2004*

NIBR har mottatt forespørsel om tilbud på evalueringsoppdrag av 16. november 2004 vedrørende "Handlingsplanen for barn og unge i Nordens nærområder" med tilhørende Aksjonsplaner 1999-2004, og sender med dette et anbud på dette oppdraget. Prosjektleder for oppdraget vil være forsker 2 ved NIBR Aadne Aasland. Forsker 2 ved NIBR Berit Aasen og prosjektmedarbeidere fra Nordvest-Russland og Baltikum vil også delta i prosjektet.

Bakgrunn

Nordisk Ministerråd har innenfor rammen av "Nordic Action Plan for Children and Youth in the Adjacent Areas" siden 1999 gjennomført årlige Aksjonsplaner. Utgangspunktet for arbeidet var Nordisk Råds Anbefaling 8/97 der Nordisk Ministerråd ble anmodet om å utvikle en handlingsplan for å bedre levekårene til barn og unge i nærområdene. Disse ble definert som de tre baltiske land Estland, Latvia og Litauen, de nordvest-russiske fylkene Leningrad, Arkhangelsk, Murmansk og Kalininograd, samt republikken Karelia. Det ble utarbeidet en Handlingsplan (Framework Action Plan) som er blitt operasjonalisert gjennom årlige Aksjonsplaner (Action Plans). Spesiell vekt er blitt lagt på tiltak rettet mot utsatte grupper av barn og unge.

Handlingsplanen som ble vedtatt i november 1998 identifiserte flere innsatsområder:

- prosjektkoordinering;
- kompetanseoverføring;
- assistanse i å opprette 'barneombud';
- helseforebyggende arbeid;
- kulturtiltak.

Arbeidet med implementeringen av Handlingsplanen og Aksjonsplaner er blitt gjennomført som et tverrsektorielt prosjekt med bidrag fra Nærområdegruppen under Embetsmannskomiteén for sosial- og helsepørsmål

(EK-S Nær), Styringsgruppen for nordisk barne- og ungdomskultur (BUK) og (fra år 2000) Nordisk skolesamarbeid (NSS) i tillegg til Nordisk Ministerråds sekretariat. Nordisk Ministerråds informasjonskontorer i Baltikum og Nordvest-Russland har bidratt aktivt til arbeidet med programmet. Videre er det opprettet nasjonale referansegrupper i hvert av de involverte land i nærområdene med formål å sikre lokal forankring.

Mer enn 400 store og små prosjekter er iverksatt i de baltiske land og Nordvest-Russland siden starten. Årlige budsjetter har variert mellom 2 MDKK (1999) og 4,1 MDKK (2004), mens budsjettet for 2005 er på 5,8 MDKK. I tillegg til disse bevilgningene finansierer NMR betydelige midler til prosjekter innenfor programmets satsingsområder gjennom andre programmer. De største prosjektsøknadene blir behandlet av Nordisk Ministerråds sekretariat i København, mens informasjonskontorene i nærområdene treffer beslutning om mindre prosjekter i samråd med de nasjonale referansegrupper.

Det er blitt besluttet at en større del av de samlede bevilgninger gjennom programmet vil gå til tiltak i Nordvest-Russland, mens tiltak i Baltikum vil trappes ned.

Mandatet for oppdraget

Oppdraget vil utføres i henhold til mandatet for evalueringen av 11. november 2004. Innen tidsfristen den 30. april 2005 og innenfor den spesifiserte kostnadsrammen på 250.000 DKK vil evalueringen vurdere om programmet, med hensyn til de endringer som er skjedd både internt og eksternt i perioden

- har oppnådd de mål som ble uttrykt opprinnelig
- har brukt ressurser i forhold til forutsetningene
- har fungert effektivt med tanke på ressursbruk og måloppnåelse
- har fungert tverrsektorielt
- har fungert fleksibelt
- har utarbeidet relevante og fungerende rutiner
- har oppnådd lokal forankring i de baltiske land og Nordvest-Russland.

I evalueringsrapporten som skal utarbeides vil komme med anbefalinger og foreslå endringer som ansees nødvendige for å bedre måloppnåelsen. Videre vil rapporten evaluere utvalgte små og store prosjekter i både de baltiske land og Nordvest-Russland med hovedvekt på prosjekter i Russland.

Gjennomføring og metode

Evalueringen skal i følge mandatet inneholde to hovedkomponenter: en evaluering av programmet som helhet, og en evaluering av en del av de individuelle tiltakene. Vi tolker mandatet slik at evalueringen av enkelttil-

take mer skal bidra til å kaste lys over effekten av programmet som helhet enn å representere en ren kontrollfunksjon i forhold til enkeltprosjektene, og vil innrette evalueringen deretter. Både de økonomiske og de organisatoriske virkemidler som programmet disponerer over vil være gjenstand for evalueringen.

Det overordnede målet med programmet har vært å bedre levekårene for barn og unge i Nordens nærområder. For å kunne vurdere programmets måloppnåelse på en fyllestgjørende måte burde en måle i hvilken grad programmet har bidratt til en eventuell forbedring av levekårene blant målgruppen. Da levekårene naturligvis utvikles uavhengig av programmet, burde en likeledes vurdere om situasjonen ville vært annerledes uten at programmet var blitt iverksatt. Videre burde en stilt spørsmål om en annen bruk av de øremerkede ressurser ville gitt en større grad av måloppnåelse.

Det foreligger imidlertid ikke data som muliggjør sammenligninger av levekårene før og etter at programmets tiltak ble iverksatt. Innenfor de begrensede rammer for prosjektet vil det således ikke være mulig å gi en pålitelig måling av effekten på de generelle levekår blant barn og unge i nærområdene, verken med hensyn til målgruppen som helhet eller de grupper av barn og unge som de enkelte tiltakene har vært rettet mot. Vi har derfor valgt å operasjonalisere målsettingen med programmet og utarbeidet to overordnede kriterier som i større grad lar seg måle. I evalueringen vil vi således legge hovedvekten på:

- i) om og hvordan programmet og tiltakene har vært rettet inn mot målgruppen av barn og unge
- ii) brukertilfredshet

Den logiske rammeverk-modellen (Logical Framework Analysis) vil bli brukt som analyseredskap for evalueringen. Denne modellen innebærer at man trekker opp hvordan man antar et program vil forløpe med referanse til mål for programmet, årsaksforbindelser mellom ulike nivåer i programmet, og en antagelse om andre faktorer som er nødvendige for at sammenhengen mellom de ulike nivåene blir valide.

Vi har lagt opp til et design som kombinerer ulike metoder og framgangsmåter, som innen evalueringsforskning kalles triangulering. Vi vil benytte både kvalitative og kvantitative tilnærminger: dokumentanalyse, samtaleintervjuer og en spørreundersøkelse; samt mindre casestudier av enkelttiltak. Dette innebærer at dersom funnene fra de ulike tilnærminger gjensidig bekrefter hverandre, vil dette styrke evalueringsrapportens konklusjoner. Finner vi divergens, vil vi søke å forklare denne, blant annet ut fra informantenes ulike ståsted i forhold til implementeringen av programmet.

Vi vil nå gi en mer detaljert beskrivelse av de to hovedkriterier for evalueringen:

I hvilken grad har tiltakene vært rettet inn mot målgruppen av barn og unge

Evalueringen vil ta utgangspunkt i den generelle prosjektportefølje og vurdere i hvilken grad denne samsvarer med de mål som er blitt uttrykt i den opprinnelige Handlingsplanen og de senere Aksjonsplaner. Her vil vi vurdere fordelingen på de ulike typer tiltak. Vi vil gå gjennom prosedyrer for beslutninger om prioriteringer og bevilgninger og drøfte i hvilken grad disse bidrar til å oppnå de uttrykte mål. Et vesentlig aspekt ved denne delen av evalueringen vil være å gå nærmere inn på organiseringen av styringsprosesser rundt programmet. Hvordan er arbeidet innrettet med hensyn til styring respektive kontroll? Da flere sektorer er med i styringen av programmet, er det ekstra utfordringer knyttet til samarbeid og samordning. Videre vil den interne organiseringen og arbeidsdelingen i Ministerrådet kunne påvirke programstyringens innhold og praksis. Slike spørsmål vil således bli drøftet.

Denne delen av evalueringen vil baseres på kvalitative tilnæringer. Vi vil foreta en gjennomgang av Handlingsplan og årlige Aksjonsplaner, tilgjengelige møtereferater og eventuelle andre beslutningsdokumenter samt en oversikt over alle søknader og bevilgninger. Alt dette forutsettes frembragt av oppdragsgiver. Som støtte til evalueringen vil det videre bli foretatt semi-strukturerte intervjuer med følgende personer og institusjoner:

- Ansvarlige i NMRs sekretariat i København
- Representanter for de tre deltakende sektorer/grupper i NMR
- Kontaktpersoner og – om mulig – ledere ved NMRs kontorer i Baltikum og NV-Russland
- Representanter for de nasjonale referansegrupper.

Vi vil utarbeide en intervjuguide for å sikre at de spørsmål som er gjengitt i mandatet for evalueringen blir besvart. Intervjuguiden vil baseres på følgende indikatorer: Utvikling av programmets innretning, prioriteringer, kriterier for bevilgninger, prosedyrer for bevilgninger, utarbeidelse av rutiner, kommunikasjonen med prosjektledere og prosjektgrupper, samordning mellom sektorer i NMR og med andre programmer og tiltak, informasjonsspredning og formidling av resultater, programmets bærekraftighet, ressursbruk, samt generelle erfaringer.

Brukertilfredshet

Brukertilfredsheten vil vi måle ved å utvikle indikatorer for hvor vellykket prosjektledere og prosjektmedarbeidere ser på gjennomføringen av de enkelte tiltak og hvor godt samhandlingen med programmet som helhet har fungert. Denne delen av evalueringen vil basere seg på kvantifiserba-

re data. Vi antar at vi kan få tilgang til e-post adresser til alle prosjektledere og vil sende ut et web-basert spørreskjema til alle prosjektledere og et knippe prosjektmedarbeidere. Det forutsettes at oppdragsiver/NMRs kontorer i nærområdene kan bidra til utsendelsen av spørreskjemaene (for å sikre en høy svarprosent), mens de utfylte spørreskjemaer sendes til – og spørsmål underveis rettes til – NIBR.

Spørreskjemaet vil inneholde spørsmål om det enkelte tiltak, tiltakets bærekraftighet, erfaringer med programmet og programmets rutiner, formidling av resultater, generelle positive og negative erfaringer samt eventuelle forslag til forbedringer. Vi vil videreutvikle og tilpasse spørreskjemaet etter å ha gjennomført noen av de semi-strukturerte intervjuene med programansvarlige og prosjektledere, idet vi forventer at noen problemstillinger vil utkrystallisere seg under interaksjonen med de som har arbeidet direkte med tiltakene. Spørreundersøkelsen forventes å supplere de tilgjengelige dokumenter og intervjuer med hensyn til erfaringene til de impliserte i tiltakene, samt gi verdifulle innspill til evalueringsrapportens anbefalinger.

Enkeltprosjekter

I tråd med mandatet for evalueringen skal denne også omfatte evalueringer av enkeltprosjekter og –tiltak. Da vi tolker mandatet for evalueringen slik at evalueringen av enkelttiltakene mer skal bidra til å kaste lys over programmet som helhet enn å representere en kontrollfunksjon overfor det enkelte prosjekt, er evalueringskriteriene for enkeltprosjektene de samme som for programmet som helhet. Det vil si at vi vil vurdere om og hvordan det enkelte tiltak har vært rettet inn mot målgruppen av barn og unge, så vel som på prosjektlederens (eventuelt medarbeiderens) tilfredshet med programmet som instrument for å bedre situasjonen for disse målgruppene.

Evalueringen vil ta for seg ca. 18-20 utvalgte prosjekter i Baltikum og Nordvest-Russland. Utvalget foreslås basert på følgende kriterier:

-Prosjektets størrelse

Prosjektene varierer i stor grad med hensyn til størrelse, både på budsjett og involverte aktører. Både store prosjekter (med relativt store budsjetter og mange samarbeidspartnere, bevilget av Nordisk Ministerråd sentralt) og mindre prosjekter (med mindre budsjetter og færre aktører, bevilget av NMRs informasjonskontorer i samråd med de nasjonale referansegrupper) vil bli representert med respektive ca. 7-8 og 11-12 prosjekter.

- Geografi

Vi vil velge prosjekter gjennomført både i Baltikum og Nordvest-Russland, men i samsvar med mandatet for evalueringen vil fordelingen være ca. 30% i Baltikum og 70% i Nordvest-Russland. Utvalget vil videre foretas basert blant annet på muligheten for å gjennomføre intervjuer

med prosjektledere og/eller sentrale aktører på prosjektene (således vil ikke alle, sannsynligvis to eller tre, russiske fylker/områder dekkes, mens vi vil søke å dekke to eller tre av de baltiske land etter samråd med oppdragsgiver). Evalueringen vil omfatte prosjekter med prosjektledere både fra de nordiske land og fra Baltikum/Nordvest-Russland.

- Prosjektets varighet

Prosjektene skal alle være igangsatt og helst være kommet minst halvveis i prosjektgjennomføringen.

- Tematisk innretning

Evalueringen vil omfatte prosjekter innen alle de ulike hovedsatsingsområder som utdanning, tiltak for utsatte barn, helseforebyggende tiltak og kulturtiltak. Det vil imidlertid ikke være mulig å lage et representativt utvalg prosjekter for alle de skisserte underkategorier av tiltak, så her vil det bli foretatt en skjønnsmessig fordeling.

- God praksis og problematiske prosjekter

Om mulig vil vi ved hjelp av NMRs kontorer i Baltikum og Russland og NMRs sekretariat i København velge ut to-tre prosjekter som blir ansett å være blant de mest vellykkede og to-tre prosjekter som er blitt oppfattet å være mer problematiske for å samle erfaringer om forhold som bør være til stede for en positiv prosjektgjennomføring.

- Graden av støtte fra programmet

Evalueringen vil i hovedsak (ca. 75%) ta for seg prosjekter der størstedelen av finansieringen kommer fra bevilgninger gjennom det aktuelle programmet, men vil også trekke fram noen prosjekter som fortrinnsvis baserer seg på andre finansieringskilder, men der programmet har bidratt med mindre tilskudd. Dette er viktig fordi en vesentlig del av prosjektene ikke er fullfinansiert av programmet og en bør vurdere effekten av denne typen mindre tilskudd for programmets måloppnåelse.

Prosjektene vil bli vurdert basert på tilgjengelige dokumenter som søknader og rapporter samt eventuelt annet skriftlig materiale. For å få en realistisk oppfatning av prosjektenes resultater vil det etter vårt syn også være svært nyttig å gjennomføre personlige intervjuer med prosjektledere (der disse er fra nærområdene) eller de lokalt prosjektansvarlige. I de tilfeller hvor prosjektleder er fra et nordisk land, vil det foretas korte oppfølgende intervjuer med prosjektleder på telefon for å oppklare eventuelle misforståelser og innhente supplerende informasjon. Alle intervjuene vil gjennomføres som semi-strukturerte intervjuer basert på en felles intervjuguide.

Intervjuguiden vil utarbeides av evalueringsteamet. Indikatorer for de individuelle prosjektene omfatter forhold knyttet til organiseringen av prosjektet, synergi med andre prosjekter/programmer, kontakten med

oppdragsgiver, kompetanseutvikling, tiltakets måloppnåelse, ressursbruk, bærekraftighet og generelle erfaringer.

-Anbefalinger

Basert på sterke og svake sider i design og – spesielt – implementering av programmet vil vi foreslå endringer som ansees nødvendige for å bedre måloppnåelsen. I samsvar med mandatet vil anbefalingene konsentrere seg om Nordvest-Russland. Anbefalingene vil i størst mulig grad være fremad- og handlingsrettede og de vil ta hensyn til de politiske og økonomiske rammebetingelser som ligger til grunn for de videre satsinger.

-Avgrensninger

Vår tilnærming medfører også noen avgrensninger som bør påpekes. Vi vil kun i begrenset grad samle inn data knyttet til problemdefineringsfasen, dvs. hvordan behovet for tiltak rettet mot barn og unge ble formulert og omsatt i utarbeidelsen av en Handlingsplan. Datainnsamlingen vil i stor grad fokusere på iverksettings- og gjennomføringsfasene av programmet. Videre vil vi konsentrere oss om tiltak som er finansiert gjennom programmets egne budsjett og kun se på koordineringsaspekter knyttet til andre NMR-finansierte aktiviteter og programmer som faller inn under programmets prioriterte områder, på samme måte som vi vil se på synergi og samordning i forhold til andre tiltak og aktiviteter som er finansiert av organisasjoner som WHO, Barents Helseprogram, Unicef, etc. Det vil ikke bli foretatt en omfattende cost-benefit analyse med hensyn til ressursbruk på programmet. Vurderingen av ressursbruk vil baseres på analyse av den økonomiske rapporteringen basert på økonomiske rapporter, samt fordelingen av prosjektporteføljen på ulike typer tiltak, herunder administrasjon.

Prosjektorganisering

Prosjektet vil gjennomføres av et team bestående av to forskere ved NIBR samt kontaktpersoner i Nordvest-Russland og i Baltikum. CV'er for de aktuelle prosjektmedarbeidere er vedlagt.

Dr. Aadne Aasland vil være prosjektleder for evalueringen. Aasland har mange års erfaring fra levekårsforskning i Baltikum og Russland og var blant annet prosjektleder for levekårsprosjektene NORBALT I (Baltikum og Nordvest-Russland) og NORBALT II (Baltikum), som i utstrakt grad ble brukt som underlagsmateriale også for den aktuelle Handlingsplanen. Videre har Aadne Aasland opparbeidet kunnskap om Nordisk Ministerråds virksomhet og organisasjon gjennom 2 ½ år som seniorrådgiver og fungerende institusjonsleder i Nordisk Forskerutdanningsakademi (NorFA) der han også hadde ansvaret for opprettelsen og gjennomføringen av NorFAs nærområdeprogram (NorFA Nabo). Aadne Aasland har vært prosjektmedarbeider på to evalueringsprosjekter i Nordens nær-områder: Evaluering av utdanningsdelen av det norske Samarbeidspro-

grammet for Sentral- og Øst-Europa samt evaluering av fagforenings-samarbeid mellom LO (Norge) og FNPR (Russland). I tillegg til å være prosjektleder vil Aasland gjennomføre alle prosjektreiser og intervjuer samt ha hovedansvar for den planlagte spørreundersøkelsen.

Cand. sociol. Berit Aasen har erfaring med evalueringsarbeid over en 20 års periode, både fra Norge og utviklingsland. Hun har også i 4 år vært medlem av en referansegruppe nedsatt av det norske Utenriksdepartementet for et Trust Fund i Verdensbanken for miljø, sosial utvikling, sosialpolitikk (social protection) og fattigdom. Berit Aasen vil bidra med innspill og kvalitetssikring under alle prosjektets faser men vil ikke delta i datainnsamling eller intervjuer da det ikke er rom for slik deltakelse innenfor den definerte budsjettammen.

I Nordvest-Russland vil Elena Dybtsyna delta som prosjektmedarbeider med praktisk tilrettelegging av reiser og intervjuer, gjennomgang av prosjektdokumenter, deltakelse og føring av referat fra prosjektintervjuer, etc. Dybtsyna, som til daglig arbeider som leder for det internasjonale kontoret på det Teknologiske Universitetet i Arkhangelsk, har betydelig erfaring som tilrettelegger av internasjonalt prosjektsamarbeid. Hun er i egenskap av doktorgradsstipendiat ved Høgskolen i Bodø også godt kjent med nordiske forhold og nordisk-russisk samarbeid.

Tilsvarende oppgaver i de baltiske land vil bli ivaretatt av Zane Loza. Loza har samarbeidet med prosjektleder på flere prosjekter tidligere og vist seg som en meget dyktig og kunnskapsrik samarbeidspartner. Hun er i dag daglig leder av "Urban Baltic" i Riga, som er en forsknings- og utviklingsorganisasjon, der hun blant annet arbeider med spørsmål knyttet til byutvikling og det sivile samfunn. Zane Loza har deltatt i diverse nasjonale og internasjonale evalueringsoppdrag og er ekspert på den sosiale utvikling i de baltiske land.

Evalueringsgruppen vil trekke inn kontaktpersoner fra de øvrige nordiske land i den grad vi ser behov for dette. For øvrig forutsetter vi assistanse fra kontaktpersoner ved Nordisk Ministerråds kontorer i de baltiske land og Russland samt fra Nordisk Ministerråds sekretariat i København.

Selv om andre forskere ved NIBR har fått prosjektstøtte gjennom programmet til et prosjekt om alternativer til barnehjem i Arkhangelsk, har verken prosjektleder eller prosjektmedarbeidere for evalueringen hatt befatning med dette prosjektet. Av hensyn til mulig inhabilitet vil vi imidlertid likevel ikke velge ut dette prosjektet blant de enkeltprosjektene som skal evalueres nærmere.

Appendix 5: Persons interviewed

In addition to project leaders (see individual projects, Appendix - 2) and persons involved in the implementation of projects, the following persons were interviewed during the evaluation – in person or by phone:

NCM Secretariat:

Rådgiver Nils-Petter Karlsson, Sosial og helse

Prosjektsekretær Bente Øxseth, Sosial og helse

Rådgiver Joachim Clausen, Kultur

Rådgiver Ulla-Jill Karlsson, Utdanning

Cross-sectoral working group:

Konsulent Dorte Rievers Bindslev, Socialministeriet, Danmark (phone interv.)

Departementssekreterare Niclas Jacobson, Socialdepartementet (phone interv.)

Avdelingssjef Ragnheiður H. Þórarinsdóttir, Undervisnings, Forsknings- og Kulturministeriet, Island (phone interv.)

Utdanningsdirektør Trygg Jakola, Fylkesmannen i Finnmark, Norge (phone interv.)

NCM offices / information points:

Director Eva Emneus and Adviser Daina Mežecka, Riga

Adviser Vida Gintautaitė, Vilnius

Deputy director Elena Golubeva and Co-ordinator Elena Baranova, St. Petersburg

Information point leader Murmansk: Henriette Borg Henriksen

Information point leader Arkhangelsk: Elena Khoroshkina (phone interv.)

Information point leader: Pavel Petrov (phone interv.)

NRGs:

Russia:

Inna Sosnova, International journalist center, St. Petersburg

Latvia:

Daina Podzina, Ministry of Welfare

Irena Klavina, UNESCO

Lithuania:

Algimantas Simaitis, Ministry of Education and Science

Audra Mikalauskaitė, Ministry of Labour and Social Affairs

Six members of the EK-S Nærområdegruppen filled out a semi-structured questionnaire, but their responses were anonymous so they cannot be identified.